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SURVEY MIDMONTHLY for January 1943. Vol. LXXIX, No. 1. Published monthly and copyrighted 1943 by SURVEY ASSOCIATES, Inc. Publication Office, 34 North Crystal Street, East Stroudsburg, Pa. Editorial and business office, 112 East 19 Street, New York, N. Y. Price this issue 30 cents; $3 a year; foreign postage 50 cents extra; Canadian 75 cents. Entered as second class matter, June 22, 1940, at the post office at East Stroudsburg, Pa., under the act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized Dec. 1, 1921. Printed in U.S.A.

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SURVEY MIDMONTHLY

SURVEY ASSOCIATES INC.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.
Editorial and Business Office
112 East 19 Street, New York, N. Y.

SURVEY MIDMONTHLY—Monthly—$3 a year
SURVEY GRAPHIC—Monthly—$3 a year
SUBSCRIPTION TO BOTH—$5 a year

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So They Say

• Our capacity to produce and deliver food to the hungry may be as vital to victory as our capacity to produce guns and use them.—WENDELL L. WILLKIE.

• The purpose and justification of the war is not vengeance but the establishment of a just and free order for all the peoples of the world.—*From a statement issued by the National Catholic Welfare Conference.*

• The Work Projects Administration is to be discontinued after a useful life of seven years. One remembers the simple, pre-war days when people thought the WPA was expensive.—HOWARD BRUBAKER *in the New Yorker.*

• It is the most dangerous kind of hypocrisy to wage a war for democracy and at the same time to deny the basic benefits of democracy to any group of citizens.—THE MOST REV. BERNARD J. SHEIL, *auxiliary bishop of Chicago.*

• We need technology to win the war, but technology will not win it. And technology alone will not establish a just and lasting peace. What will win the war and establish a just and lasting peace are educated citizens.—ROBERT M. HUTCHINS, *president, the University of Chicago.*

• Biological parenthood is not necessarily responsible parenthood.—*Report of the Delaware White House Conference on Children in a Democracy.*

• Too often the scholar has sought to impress rather than to enlighten.—LYMAN BRYSON, *educational director for the Columbia Broadcasting System.*

• Fascism is contrary to the whole order of Nature. Variation, not identity, is the rule of survival.—EDUARD C. LINDEMAN *in "Frontiers of Democracy."*

• In a world which has tasted of freedom there is a communication that eludes the censor, radiates from the concentration camp, and hovers in the very air above the firing squad.—FRANCIS BIDDLE, *Attorney General of the United States.*

• There are some people today who . . . want our propaganda keyed to a horror theme. . . . They forget that mass hatred is just a step from mob hatred and that no one can predict on whom the mob will turn next.—RUTH TAYLOR, *of Charles Stelzle, Inc.*

• It is easier to be united in the face of a common disaster than to be united in the face of a common victory—DOROTHY THOMPSON.

• We know now that it is futile to think of half the world as happy, content and prosperous and half the world as idle, angry and poor.—SIR LOUIS BEALE, *head of the British Supply Council in North America.*

• To tell people they can do as they please, to give them in democracy free speech, free press, free assembly, is not the solution of the problem. That is the problem.—REV. HARRY EMERSON FOSDICK, *Riverside Church, New York.*

• Having been herself a victim of exploitation, China has infinite sympathy for the submerged nations of Asia, and toward them China feels she has only responsibilities—not rights.—GENERALISSIMO CHIANG KAI-SHEK *to the Herald Tribune Forum.*

• Private control of the means of production, whatever might be said for it on other grounds, cannot be described as an essential liberty of the British people. Not more than a tiny fraction of them ever enjoyed that right.—SIR WILLIAM H. BEVERIDGE, *British economist.*

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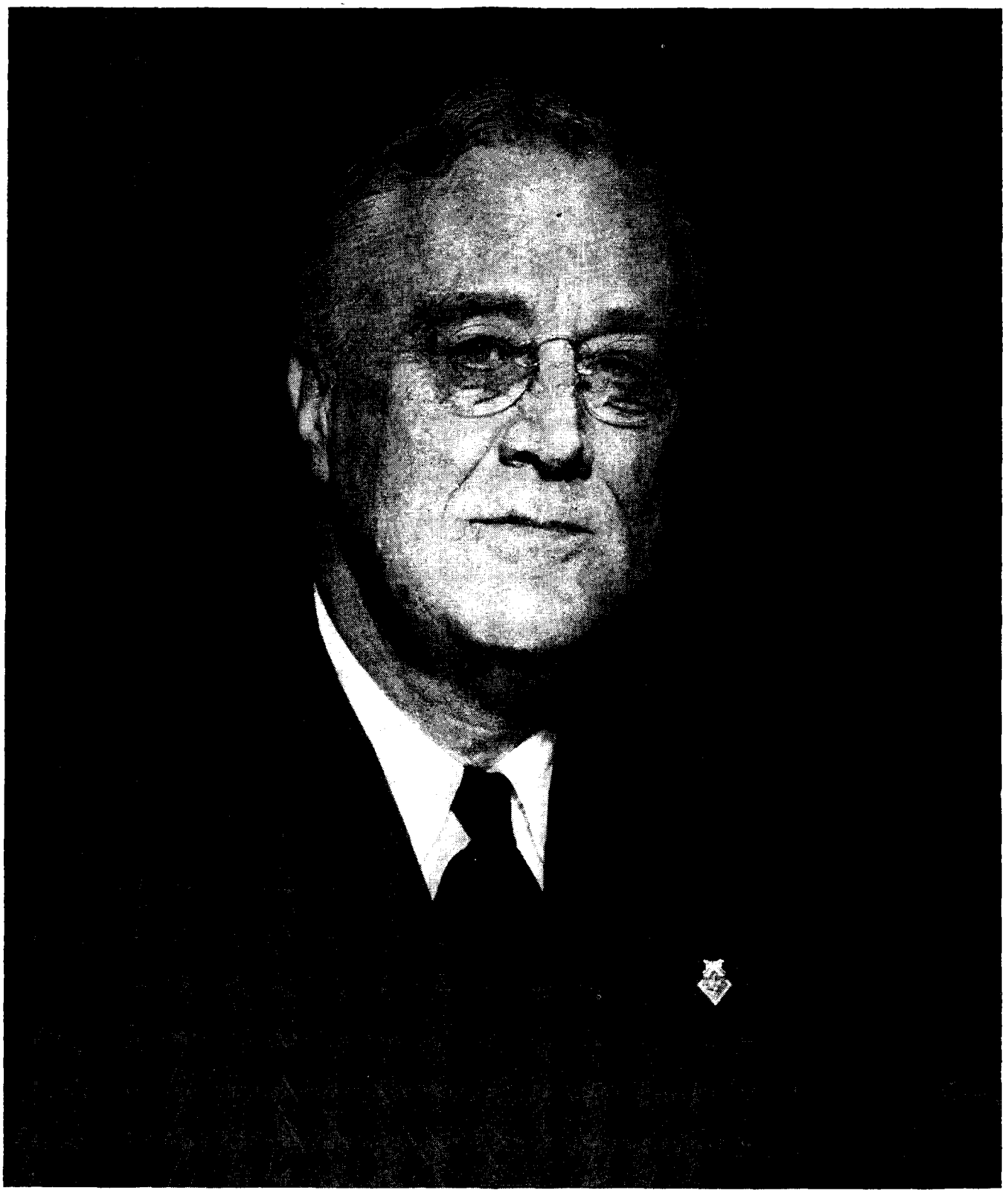

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The President to the New Seventy-eighth Congress:

" . . . it is wholly possible that freedom from want—the right of employment and the right of assurance against life's hazards—will loom very large as a task of America during the coming two years.

"I trust it will not be regarded as an issue—but rather as a task for all of us to study sympathetically, to work out with a constant regard for the attainment of the objective, with fairness to all and with injustice to none.

"In this war of survival we must keep before our minds not only the evil things we fight against but the good things we are fighting for. We fight to retain a great past—and we fight to gain a greater future."

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SURVEY MIDMONTHLY

JANUARY 1943

VOL. LXXIX NO. 1

In the Relocation Centers

By GEORGE D. NICKEL

Director of Social Relations, Personal Finance Company, Los Angeles, Calif.

THE community council of Arizona's fourth largest city is in session.

"Mr. Chairman, the residents of Block 42 complain about baseball games played between the barracks instead of on the recreation grounds. The players say they can't use the ballfield because of the dust."

"The legal code now being drafted will contain a provision on this," replied the chairman, "and the matter of dust on the recreation grounds is before the city planning committee."

"Mr. Chairman, may I speak for the city planning committee? We are well aware of the bad condition of the playground. As soon as we can complete the lateral from the irrigation canal to flood the playground occasionally, we'll lick the problem. We are developing facilities as rapidly as priorities and shortage of manpower will allow. I would call your attention again to the fact that six months ago this was nothing but desert."

The city is the War Relocation Center at Gila, located fifty miles south of Phoenix, Ariz.; population, 13,500 Japanese evacuees. The community council, governing body of the relocation center, is made up of elected representatives of the evacuees who are over twenty-one and American citizens. To this body are referred all matters of community government and operation within the broad framework of WRA administrative policy, while from this group emanate suggestions for the benefit of the project administrators.

There are ten relocation areas located in Arizona, Arkansas, California, Colorado, Idaho, Utah, and Wyoming. The center of each area, where housing for eight to eighteen thousand evacuees is provided, covers approximately three square miles, while the surrounding relocation area runs from ten to one hundred square miles. Military police guard the external boundaries of the area against the entrance or exit of unauthorized persons.

The basic housing unit is a prefabricated barrack twenty by one hundred feet, built of one-by-twelves, covered by tarpaper. In colder areas the inside is insulated with sheetrock. Recreation halls, churches, school houses, and mess halls are similarly constructed.

Each apartment unit houses four to six families. Housing units are grouped in blocks. Each block includes fourteen barracks, one mess hall, one recreation hall, two laundry and two toilet units. Single men share apartments; single girls and women are housed wherever possible with families of relatives, or with friends. School and hospital facilities and playgrounds are centrally located with respect to block units.

Caucasian administrative staff averages about one for each 200 evacuees. This includes persons in key stenographic and clerical positions, maintenance engineers, and truck drivers who must travel for equipment outside the project area. Under each administrative officer, evacuee staff members are assigned for professional, skilled, and unskilled work.

IN each block, for example, there is an appointed evacuee block manager on the administrative payroll. He serves in informal liaison capacity between administration, block residents, and community council. When neighbors quarrel, he gathers the facts, either settles the difficulty or reports to the administrative, housing or welfare division. He keeps records on all equipment given out within the block—bedding, laundry supplies, janitorial equipment—and directs the work of the janitorial staff.

The War Relocation Authority provides all families, whether employed on the project or not, with food, shelter, and medical care. Families upon arrival are assigned apartments. They start from scratch. Cots and blankets come with the one-room, twenty by twenty-four-foot apartment; the rest is up to the family. Household goods stored or purchased outside may be brought in, or apple boxes and scrap lumber converted into chairs, tables, cupboards, partitions, and shelves.

Food is ample, though conforming to current rationing procedures. There is one cup of coffee; restrictions on butter and meat. Medical facilities are adequate though not elaborate. Doctors, nurses, orderlies, all are evacuees. At Gila there are fourteen dentists though at present there are only two dental chairs.

Incidentals, not supplied by the WRA, may be obtained at the community store where a variety of goods and services, including candy, newspapers, drugs and dry goods, are available. A 10,000-person project will average easily $60,000 per month in sales, half of which are in the dry

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goods division. The store is started by the WRA Community Enterprise Division through credit arranged with dealers in the adjacent communities. Profits are used first to pay bills and ultimately to increase inventories. Finally, through committees and a process of education, the store may become a cooperative enterprise operated by the evacuees with membership privileges and profit sharing. The range of enterprises includes jewelry, radio repair shops, beauty parlors, and barber shops.

The school system is complete: nursery, elementary, high school, and adult education. Through a student relocation plan, selected students may enroll in certain colleges outside the military areas. Lacking only are attendance officers, thus far not needed. Educational standards are maintained by meeting curriculum requirements of the state in which the project is located. WRA plans call for 80 percent Caucasian teachers, 20 percent evacuee, though lack of available trained evacuee teachers has altered this proportion. Consequently, trained teachers carry extra teaching loads, while reliance is placed on evacuee cadet teachers in nursery school and lower elementary grades. Arrangements have been made at some centers for teacher training on the job.

ALL facilities, buildings, blackboards, desks, chairs, tables, are constructed on the project with evacuee labor. It is the case of the country school utilizing home-made equipment, but with the latest textbooks and teachers trained in modern methods. Because so much improvising is necessary, two fundamental qualities all teachers on the projects must have are imagination and ingenuity.

The relocation center employment office functions as a combination personnel office for a large corporation and a United States Employment Service unit. Employable persons are given a comprehensive occupational interview. This is done by evacuees under Caucasian direction. Again, a dearth of qualified personnel has made it necessary to train evacuees on the job as interviewers.

In each center, there are thousands of jobs to be filled. At Gila between 5,000 and 6,000 persons are employed full time on project assignments to conduct the work of a fair-sized community: building, maintenance, feeding, agriculture, clerical. A 10,000-person project requires 1,500 on mess hall detail alone. As agricultural facilities develop, increasing quantities of food are produced on the projects. Tule Lake, Calif., population 15,000, in three months not only supplied its own winter's need in potatoes, beets, carrots, and rutabagas, but shipped 150 carloads of assorted vegetables to other projects.

For the equivalent of a forty-four hour week, apprentices and trainees receive $12 per month; the average project worker, clerical or laborer, $16 per month; while important supervisory positions and professional persons receive $19 per month. In addition, each person engaged on project employment receives a cash clothing allowance for himself and his family. So far, no project jobs, including the most menial, have gone begging for lack of volunteers, nor are there many evacuees who desire to work who cannot be placed.

There may be a question as to the amount of labor required on the project itself. The answer lies in the fact that the centers were opened prematurely, in a rather crude state. Much work remains to be done to make the centers livable, and this includes building schools, churches, recreation halls, equipment, clearing ground for playgrounds and farmland. Apartments call for double floors, but the second floor is still missing in many. Frequently, it has been necessary to train workers on the job, particularly carpenters, clerical workers. There is a lack of labor saving equipment. An average cash wage of $16 a month for full time employment does not inspire a worker to do his utmost, though in all fairness it must be stated that there is little "soldiering."

Opportunity for outside employment is afforded under two programs. First, a group plan enables an employer to recruit a corps of men, aliens or citizens, for, let us say, sugar beet harvesting. The employer agrees to pay standard wages, provides adequate housing and transportation to and from the center; state and local officials in the area of employment guarantee protection. At the conclusion of the job, the men return to their families at the center if no other employment in the area is available. On November first, 9,000 men were out on such employment.

Second, a permanent leave program is now being pushed by WRA. This is open to those for whom a job is available outside a restricted military area. Conditions attendant upon acceptance are more severe. There is a thorough investigation by WRA of the family's past record, clearance with the FBI, and a thorough investigation of the job offered. Finally, there must be evidence that the community is prepared to receive the family or the individual. This last requirement seems not too clearly defined; it is still in process of development. It contemplates an informal working relationship with such groups as the YWCA, YMCA, American Friends Service Committee, International Institute, local police departments, and public welfare agencies. Thus the family in its new setting is assured of some person or organization with whom it can discuss personal problems.

The welfare department is a minor section of the community services division which embraces such functions as housing, employment, recreation, community government, and education.

Matters considered within the sphere of the welfare department are allowances for incidentals and clothing for unemployable families, marital difficulties, juvenile delinquency, and the problems of neighbors who cannot "get along." Counseling on such matters as education, selective service, employment, personal problems of all kinds falls within the province of welfare.

INVESTIGATIONS are made through interviews with the family, relatives, the block managers, and occasionally neighbors. A check is made to determine the scale of living of the family prior to evacuation. Available financial resources are not checked in detail unless the family evidenced ample resources prior to evacuation. The theory here is that most families evacuated with few worldly goods at best; that all families will need considerable cash to reestablish themselves outside the relocation centers later, hence a means test too literally applied would be unwise.

Trained social workers among the evacuees are few, probably not over twenty in the ten relocation centers. Gila has two. On each project, as nearly as the writer can determine, there is one trained Caucasian social worker, though his duties may include other than welfare functions. Plans contemplate training selected evacuees as case workers, or at least as case aides, on the job.

Objectives of the welfare department seem least clearly defined, its program presenting the greatest lag by comparison with other divisions. And there seems to be a logical reason—it is too soon to appraise what social services, if any, will be needed. Perhaps existing divisions can

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absorb the work.

In the centers, the market for a public assistance program as we know it is small at best. First, every family receives food, shelter, and medical care, leaving only clothing and incidentals for which money is required. One or more members of most families are employed, providing funds for incidentals and clothing. Public assistance or relief, as we know it, is not acceptable to the majority; family and neighborhood resources are still used.

Second, problems of delinquency mature with difficulty in the limelight of a relocation center. The family and the neighborhood group continue to exert a tremendous disciplinary force. Absent from the centers are a number of the forces found in the average community that encourage delinquency. Mike may open a gambling joint in his apartment, but chances are it will be discovered and closed before it becomes an influence of any consequence in the community. Of course, there are frictions between parents and children. Some parents worry about what will happen to their children. They feel that, under the artificial life in the center, children are tending to escape from parental control. On the other hand, children in the teen-age groups cannot see it that way at all. For them there is no escape from parents—you can't run away and get married, or get a job. But so far, this has not become a major welfare problem.

THERE is activity in the group work field, but this is under the recreation section of the community services division and is not considered welfare. Organizations such as the Boy Scouts, YMCA, and YWCA are present, but program development is slow, confined for the most part to the utilization of resources within the centers. Field representatives of national organizations are unable to visit frequently because of the inaccessibility of the centers, so the evacuee with experience in these programs does most of the work. Consequently, recreation programs in centers lacking trained evacuee leaders suffer. Lack of equipment has been a further handicap.

No recreation equipment is provided by WRA; evacuees themselves or friends on the outside supply the need. There is very little glamor to hiking or camping within the confines of a relocation center.

Three questions frequently asked about the evacuees are: "Are they happy? Are they loyal? What about the future?"

As to the first, the answer is probably "No." They are making the best of what was deemed by the military to be a necessary action. They are not happy any more than any of us in a wartime situation, and for the same reasons—our accustomed way of living has been disturbed. Employment is not compulsory, though most choose to work. Opportunities for learning new skills are afforded. Some have experienced a reduction in the accustomed scale of living. Many are equally well, or better off than they were before.

But more important is the awareness that there are bounds to the community beyond which evacuees cannot go, and there are limits to the privilege of self-government beyond which community councils cannot legislate. The evacuees are segregated, set apart. These thoughts are not pleasant. There is a strong desire to leave an artificial mode of life.

Rumors constantly drift in about prejudices expressed in overt action against the citizens of Japanese extraction on the outside. These are disquieting. Near Gila, for example, a group that volunteered to pick cotton to relieve the local labor shortage at the urgent request of the growers were confronted with threats by other residents when they did so. Then it is that the desire to leave lessens; the security afforded by the relocation community is welcomed. This conflict between the desire to leave and at the same time to keep the security of the center does not make for a well adjusted family and community life.

As to loyalty, there was a time at the inception of the program when the consensus of those who knew and worked with the evacuees was that the vast majority were loyal. The term 99 percent was frequently heard, and those who proclaimed the loyalty of the group spoke loudly and with much assurance. Time and experience have modified this opinion. There are fewer Caucasians willing to commit themselves on the percentage of loyalty among evacuees. Probably the number who are loyal varies. Certainly there are those among the evacuees who would remain loyal no matter what the treatment at the centers, just as there are those who will never be anything but pro-Japanese. But there must be a large number in between whose loyalty may vary, depending upon events—treatment in the centers, opportunities for resettlement and relocation, public opinion outside the centers, pro-Japanese propaganda, and rumors.

Recently, there have been strikes and riots in some of the centers, but the question of loyalty is not the only factor involved, though it is a major one. Prior to evacuation, many of the Japanese leaders were the older *Issei,* or first generation non-citizens. These followed the Japanese family culture pattern where the father was head of the family in every sense of the word. In the agricultural sphere one such person might direct the economic and social life of a large group of families, perhaps hundreds of young workers. The *Nissei* (younger native Americans) had only begun to establish families, to make their influence felt, to assume positions of leadership. At Gila, 70 percent are *Nissei,* but over half of these are under twenty-one.

EVACUATION speeded the process whereby the *Nissei* were taken out from under the control of the *Issei* and placed in positions of leadership. For example, only citizens are eligible for membership in the community council, the governing body of the center. One is struck by the youth of those who are council members, leaders of the citizen group active in community activities, as well as by the number of women who have positions of leadership, a further example of a breaking away from the Japanese family pattern.

Naturally, the older generation, many of whom are steeped in Japanese culture and tradition, resent being directed by those young in age and wisdom; by those who know only America and who in some instances cannot speak Japanese. One evacuee told me that his inability to speak Japanese was a strong barrier to his acceptance by many in the center. A young, well educated couple are finding life in the center quite miserable because they are forced to be with "so many Japanese"—meaning, so many who are Japanese in education, culture, language, and thinking, in contrast to the thoroughly Americanized *Nissei.*

Another evacuee citizen, recognizing that strikes and riots are not helping achieve ultimate acceptance and understanding, stated that if evacuation had to come it is too bad it could not have taken place ten years later. By that time, there would be fewer first generation and a more mature and accepted group of *Nissei* in positions of leadership.

So the strikes and riots find their genesis to a large de-

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gree in the clash between older non-citizens and a much younger citizen group, a clash that has been precipitated by evacuation. It is obvious that among the strikers will be found a preponderance of older Japanese, alien and pro-Japanese, including the *Kibei,* those evacuees born in America but educated in Japan. And the pro-Japanese apparently are not missing any bets—to circulate rumors among the evacuees designed to swing the fence riders away from loyalty to America, and to stir up trouble in the centers to thwart the efforts of the loyal evacuees to achieve better public understanding. But it does not follow *per se* that differences are entirely on a loyalty basis.

THERE are other factors, too, militating against peace and harmony among the populace. Evacuees from San Francisco, many of them businessmen, express dislike toward the agricultural and fisher folk from the Los Angeles area. There are even minor groupings based on the assembly centers from which they came. Some of those from the northern assembly centers are critical of those from Santa Anita—the latter being considered less cooperative because of certain incidents which occurred at Santa Anita. and are believed to be the cause of subsequent restrictions placed on activities within the relocation centers.

What about the future? At this stage, predictions are dangerous. The program has not jelled. Procedure has been cautious, providing facilities slightly on the frontier side and a way of life making for leanness. With public opinion on the subject of Japanese as volatile as it is, with persons of influence politically and economically looking for opportunities to criticize, this cautious procedure seems wise, for WRA is on a spot. One administrative mistake can be fatal.

One Caucasian accounting officer stated that he just does not mention his work to his friends. They argue too much. It is conceivable that if he were to mention the size of a payroll a rumor would be started about extravagant administration. A recent newspaper editorial commented about the wholesale waste of food evidenced by the heavily laden garbage trucks seen leaving Gila daily. To the prejudiced person that simple statement, without mentioning the number of trucks, was sufficient proof of extravagant waste.

It has not been possible thus far for the WRA administrators to sit back and say, "Now that the various phases of our program are operating smoothly, we can begin planning for the future relocation of our families." The clash between the *Nissei* and *Issei,* and the activity of the pro-Japanese group were unforeseen diverting factors.

Despite these diverting factors, the one program with long range implications—the permanent leave plan—is being emphasized. Under this plan, it is hoped the population in the relocation centers gradually will be depleted and the evacuees dispersed in small groups in widely scattered areas.

On this subject, attitudes within the centers are mixed. At first, evacuees expressed a strong desire to leave; but now that the way is opened, there is reluctance on the part of many to accept. There is increasing feeling that the Japanese may never again have opportunity to return to California in large numbers, their places having been taken by those who will resent their return for economic reasons if for no other. Admittedly then, widespread dispersal would seem advisable. On the other hand, rumors, perhaps embellished by the pro-Japanese, about how evacuees are likely to be treated outside the centers create doubts as to the advisability of leaving.

The security of life in the centers, too, is beginning to tell, while isolation from contacts with persons of other racial ancestry is increasing racial consciousness. It is easy to build up this consciousness of race. Each time a teacher says in a spirit of helpfulness, "You Japanese children, now we'll do thus and so . . ." a suggestion is made, and the full implication of the remark, "you Japanese children" does not pass the young people unnoticed. This augments the feeling of security afforded by the center and at the same time it complicates the problem of ultimate resettlement.

The older and the less adventuresome evacuees may object to leaving the center, preferring the known disadvantages within to the unknown difficulties without. At Gila, a camouflage net project has just been completed, a private contract job designed to utilize evacuee labor at prevailing wages. Quite likely it represents the last venture in this direction, for each such project becomes an inducement to stay, encourages the feeling of security that the center affords.

OUTSIDE the centers, too, there are problems growing out of adverse public opinion that tax the ingenuity of the project administrators and evacuee citizen leaders in meeting the resettlement problem. Mr. Yoshido in the center has a brother who has made his livelihood for years near Denver. He writes to his brother seeking information about the possibility of settling near him. His brother, who has his own family to consider, sends Mr. Yoshido a discouraging reply to the effect that, while he and his friends are doing all right near Denver, he's not so sure how well an increase in the number of Japanese families in that area would be received by the community—"times being what they are, you know." Mr. Tanaka has a definite offer of a job in Salt Lake City, but why try to move his family there where there is not enough housing available for Caucasians? Even though a house were available, what landlord would dare rent to a family of Japanese ancestry?

We should wait, says one group, until after the war when feeling dies down. Then there will be more chance of being accepted in the various communities. But, say others, if we wait until then, there will be far more job seekers than jobs and what chance will we have against the returning soldiers and released war industry workers?

Following this line of reasoning a step farther, the citizen evacuees express often and with emphasis the wish that they might be allowed to demonstrate their loyalty by serving in increased number in the armed forces. The only clinching argument against prejudice seems to be the proof that evacuees have an equally great stake in the war and are sacrificing just as much as other citizens. Recently, the army sought recruits at Gila for service in the intelligence division as interpreters. One hundred volunteered, more than thirty were accepted and sent east for training. This was brought to the writer's attention repeatedly.

One convincing argument in favor of starting a resettlement program now is that there is no substitute for face to face contact in selling a person or a program. The longer the evacuees remain isolated, the stronger the barriers become. The more they depend on each other, the less confident they become of being able to make a go of it later outside. Evacuees are already losing contact with their Caucasian friends. One *Nissei* asked me if it could be pos-

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sible that people on the outside are being discouraged from writing to evacuee friends because so many of his have ceased writing. It is simply a case of out of sight, soon out of mind.

So, despite the obstacles to immediate resettlement, families are being encouraged to leave. To pave the way, some of the evacuee citizen leaders may go first. With funds provided by the Japanese Citizens League, an organization of demonstrated American loyalty, it is contemplated that representative leaders will visit businessmen, trade associations, Chambers of Commerce, to state their case, to develop better public understanding, to make it possible for loyal evacuee families to settle in various communities. Their task will be a difficult one, apt to be disheartening, for they will be meeting with groups that are openly antagonistic for various reasons: lack of understanding, race prejudice, fear of economic competition. They may not succeed.

But these young, energetic, well educated, thoroughly American leaders are eager to attempt this tough assignment. As Nobe Kawai, one of the leaders at Gila expressed it: "I've got a family here and a home in Pasadena. I want to get back to my home some day. By golly, we've got to figure out some way to make that possible." And when Americans put their minds to work on a problem and start to figure out a way, they usually succeed.

Who Does What

By GERTRUDE SPRINGER

THE most pressing problems of wartime public welfare administration center around allocations of responsibility, around questions of who does what.

A year ago when the American Public Welfare Association held its annual round-table conference in Washington, just a week after Pearl Harbor, there was hope and faith that, under national leadership, burgeoning community activities would establish lines of responsibility and that an over-all integrated pattern would emerge. At the recent mid-December meetings in Chicago of the National Council of State Public Assistance and Welfare Administrators, and the National Council of Local Public Welfare Administrators, under the wing of the Association, there was still hope but not much faith that "anything short of a bombing" would clear up the confusions of who does what. Two things, however, were abundantly evident at these 1942 meetings: one, that the wartime problems of public welfare are broadening into many new kinds of community relationships; the other, that many wartime problems have no jurisdictional boundaries but press with equal urgency at every level of administration.

In line with the efforts of the Office of Defense Transportation to reduce civilian travel, the APWA cancelled the annual conference of its membership. Instead it called three-day meetings of the two councils which function within its organizational framework. These meetings will be followed during the coming year by a series of regional conferences of the membership to be held in various parts of the country.

About one hundred fifty hardy souls braved the rigors of pre-holiday travel to attend the Chicago meetings. All regions, though not all states, were represented in both groups with a liberal sprinkling of federal people, national and regional, present by invitation. Original plans called for separate meetings of both councils, interspersed with joint sessions with "the federals" present at all times to answer questions. But it didn't work out that way. After the first separate meeting or two, it was apparent that matters under discussion cut across state and local lines and that relationships would be clarified by meeting together. So the two groups met from then on as one.

The procedure of the meetings, with few exceptions, followed an informal pattern: a brief statement, more or less official, of "where we are," with brisk questions and answers aimed at discovering "where we are going." The liveliest discussion of the whole conference turned on matters of organization relationships, particularly at the community level and notably in regard to day care of children; manpower and its implications for public welfare agencies; the problems raised by the liquidation of WPA and by the uncertain status of the Agricultural Marketing Administration. And, of course, there were those sturdy perennials, personnel troubles and the "bottom layer of employability" represented by irreducible relief rolls.

Meetings which were full of lively exchange cannot be reported in terms of who said what. This chronicle attempts, therefore, only to summarize the substance of the discussion.

To put the perennials first: Personnel seems to be the No. 1 Headache of the day-to-day job of the administrator, whether a higher-up in Washington or the director of a one-man office at the grass roots. Staff raiding is going on at every level. Trained people, seduced by larger salaries and the glamor of war-related agencies, cannot be replaced by trained people because they are not available. Promotions have been much too rapid for the good of the service or the professional development of the workers. A lowering of the caliber and qualifications of persons available for appointments is evident. A few states have definitely lowered requirements; a few have removed residence qualifications. Merit system regulations are being juggled in an effort to keep at least the form, but "there will be a day of reckoning."

A quick survey, not yet complete, by the Bureau of Public Assistance of the Social Security Board, shows that in forty-two states in early December 18,800 persons were engaged in professional and administrative work in public welfare agencies. About 1,600 vacancies existed, 120 of them in state positions. During the past year about 6,000 persons left the welfare services, with the turnover in some counties running over 100 percent. The most obvious approach to checking turnover and maintaining personnel standards is to raise salaries, particularly those of visitors and supervisors. This is being done in a few places, but in general the proposal is not supported by public opinion.

The hope that the drop in the relief rolls would "give a better break" to those left on is not being realized, partly

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because of reduced and less competent staffs, partly because of shrinking financial resources. Increases in grants have been slight and scattered, barely enough to maintain "old relief standards." "Relief is no longer important either to legislators or to the public."

The broadly inclusive topic of community organization brought forward a squad of "federals" representing agencies with regular or emergency functions in local communities. The agencies represented were: the Office of Civilian Defense, the Bureau of Public Assistance of the Social Security Board, the American Red Cross, the Office of Defense Health and Welfare Services and the U. S. Children's Bureau. Spokesmen for each explained the status quo of its program and indicated the direction it is taking. [See page 15.]

All this carefully worked out division of responsibility did not seem to impress the more realistic among the public welfare people. "Busy work" they called it; and added, "Just let a couple of bombs land on the U. S. A. and all this 'After you, my dear Alphonse' will be washed up. But the job will be done."

The matter of day care for children of working mothers was a different story. Here was a problem not of a future contingency but of the now. It has caught the imagination of the public, although little is known about its ultimate proportions or its exact nature. Official Washington has acknowledged responsibility, but agency jurisdiction has not been established. As one state director put it:

> No one knows who does what in Washington on day care. We don't even know to whom to write a letter. An effective job cannot be done at the local level, where the job exists and where pressures are heaviest, until there is agreement among the federal agencies as to areas of responsibility and methods of procedure. Industry, willing to cooperate with government agencies in setting up properly safeguarded facilities, has grown impatient with delays and is setting up its own without benefit of social guidance.

In meetings of the councils of local directors it was plain that more than one community had grown impatient with delay at the top and had gone ahead with its own projects adapted to local needs and with local standards of operation.

While most of the "federals" were sure that there is a growing problem of day care, they were confident that it can be handled in large part by the expansion of existing facilities and the imaginative use of recreational and other community facilities. Much of this expansion and adaptation can be accomplished without greater expense than can be met by local resources, public and private. But, as someone said:

> It is not easy to shake loose old established organizations and reshape them to the emergency. The schools, for example, although they are coming along, need to be pushed to take a wide community view, to drop some of the regular things they have been doing and take on new emergency things.

But, it was admitted, there are communities that lack the leadership to mobilize resources and get projects going. To help such places the ODHWS has an allotment of $400,000 from the President's Emergency Fund to make grants to departments of health and education for purposes of promotion and coordination, but not for operation. For federal assistance in the actual operation of day care facilities, communities must look to the residual legatees of WPA, whoever they may be, and to the Federal Works Agency which administers funds available under the Lanham act. But in any case, "The more you can do this thing locally, the better off you'll be."

The U. S. Children's Bureau reported that it has increased its field staff and has thirty-three consultants in thirteen states engaged in planning and developing facilities for day care. Under a recent agreement with the Office of Education, likewise engaged in promoting day care facilities, it is hoped that henceforth the representatives of both agencies will go into states together and that state departments of welfare and education will follow suit in sending their representatives into communities. Given the way our various services are organized, it was emphasized, it is not possible for any one agency to do the whole job. "We start where we are, not in a vacuum." But it is "the clear obligation" of welfare departments to initiate planning and to take the "residual responsibility for action if no one else does."

THE WPA was drawn into the discussion of day care with questions as to the disposition of its program in that field. This program, it appears, will continue until early February, but any earmarked funds remaining cannot be turned over to other agencies to carry on the projects. It is hoped that by February, Lanham act funds will have "loosened up" and that many projects will be able to go on without interruption. The WPA offers its assistance to appropriate local groups in planning to take over operation and in applying for Lanham act funds.

The school-lunch program is something else that WPA hopes will find new auspices before its own demise. It hopes, too, that equipment and stocks of canned foods from garden projects can be turned over to local groups prepared to carry on. But it warns that time is short and urges quick action by community and school authorities.

The discussion of day care was threaded through with grave doubts as to the social wisdom of encouraging mothers of young children to go into industry, but with realistic recognition of the anomaly of discouraging them while ADC grants remain as low as they are in many industrial areas. But, it was pointed out, industry itself, while actively recruiting women, is beginning to count the cost in absenteeism of employing the mothers of young children. The whole economy of recruiting these women for work while the community assumes many of their "home and mother" responsibilities is being increasingly challenged.

WPA representatives held out small hope of any project priorities in its liquidation. Its enrollment indicates that only "a relatively small number" will be "turned back to public assistance," but all WPA and welfare officials, state and local, were strongly advised to "get together and analyze the residual load and the resources for meeting such needs as may arise."

The same advice was given to those concerned about WPA's part in the distribution of surplus commodities. There is no prospect of any priority and only prompt action can "save" these projects.

Representatives of the Agricultural Marketing Administration presented a less decisive though not more encouraging prospect. Only a substantial appropriation by Congress can continue the stamp plan or any other form of commodity distribution after June 30, 1943. Officials were hopeful that the AMA's part in the school lunch and milk programs would be salvaged as a war feeding measure, but admitted that WPA's withdrawal will close out many of

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them. The AMA still can supply foodstuffs but not the necessary labor.

The nature and scope of the problems of manpower and possible approaches to their solution were presented to the conference in a brilliant address by William Haber, chief of research and planning of the War Manpower Commission. Mr. Haber held that the confusion attending this matter has been more apparent in Washington than elsewhere, and that it has been a confusion of responsibility which has not as yet been an obstacle to production. But, he warned, the honeymoon period is over and confusion must be cleared up or "we shall be in trouble." There is no real lack of manpower, but the demand is in highly concentrated areas while the supply is widely scattered.

Both the military and the industrialists are now "setting their sights" for the end of 1944 with the prospect of a "labor force" of 67,000,000 persons. If necessary, this might be raised to 70,000,000, but only at great cost to the civilian economy. The most urgent question facing the commission is what our national economy can support in armed forces in 1944. It is estimated that approximately 8,000,000 persons not now in essential industries or not working at all will be trained for essential work in 1944, the great bulk by industry itself. How these people can be squeezed out of the less critical industries is a major problem. Thus far, the transfer has been voluntary, but increased social pressure will be needed if the process is to remain so.

Another immediate problem of the commission is the review and revision of the whole system of deferments under selective service, with a shift from dependency to occupational capacity as the determining factor.

As Mr. Haber raised the sights of the conference in one area so, in another, did the two speakers at the dinner session. They were Wayne Coy, assistant director of the Bureau of the Budget, and Arthur J. Altmeyer, chairman of the Social Security Board. Mr. Coy pointed out that only 12 percent of the much criticized "army of federal employes" is in Washington, that the vast majority are in arsenals and navy yards producing the implements of war. He spoke at length of the Four Freedoms, relating them to our own share in the war and the peace.

Mr. Altmeyer compared the outstanding features of the Beveridge plan with our own security program, describing them both as "merely the extension of tested principles." Outlining "what I believe will be the President's program of social security," he mentioned: a federal system of unemployment insurance; cash benefits for permanent and temporary disability with provision for hospitalization; the extension of public assistance by means of "an all-inclusive fourth category"; liberalization of aid to dependent children with equalization between the states and matching grants for medical services. This program differs from the Beveridge plan chiefly in its omission of national workmen's compensation, medical services, and children's allowances.

Said Fred K. Hoehler, director of the APWA, in closing the conference:

> We are completing a ten-year cycle in which the relief of want has been the objective, and we are entering a cycle which will be conditioned by a broader concept of public welfare with better manpower in a better world as its objective. . . . The message of victory must be a message of opportunity and security to the individual.

The Problem of Recruiting

By LEONARD W. MAYO

Dean of the School of Applied Social Sciences, Western Reserve University

THE job of obtaining and holding qualified personnel to man our regular social services and meet the demands of the wartime agencies has become social work's toughest problem. This country came out of World War I with more extensive services than we had previously known and we emerged from the depression with a widened concept of social work; but we did not foresee that in peace and in war, in depression and in prosperity, such large numbers of qualified workers would continue to be required.

The rapid expansion of public services in the thirties found us with inadequate personnel, and now war finds us not only with a serious personnel shortage but also with no general recognition of the essential nature of social services in national and community life. This is not the time, however, to lament past sins. We must, rather, review the present situation and outline plans for recruitment and other methods of meeting personnel problems.

The writer is indebted for the figures quoted here to a committee appointed by the U. S. Office of Education under the chairmanship of Morse Cartwright of Teachers College, Columbia University; to the Family Security Committee of the Office of Defense Health and Welfare Services; to the Family Welfare Association of America and the Child Welfare League; and to the findings and recommendations of the Committee on Recruiting of the American Association of Schools of Social Work.

It was estimated before Pearl Harbor that there were approximately 100,000 social work positions in the country, plus an estimated 50,000 in the social insurances. Using this base of 100,000 (now greatly expanded), the Cartwright and ODHWS committees reported three months after Pearl Harbor a total estimated shortage of 12,000 to 15,000 social workers in governmental and voluntary agencies.

Approximately one half (about 6,000) of these were in social case work positions, including family and child welfare, psychiatric and medical social work, day care services for children and Red Cross services to members of the armed forces and their families. For group work and recreation services the Cartwright committee estimated a total immediate need of 3,800. Housing, it was stated, would require at least 500 and the USO a total of 2,250. The Red Cross and the USO now report an increase in the number of their vacancies.

Information received as this article goes to press reveals that in a sampling of 212 private family agencies, there are at present 200 professional vacancies. Several agencies reported vacancies as high as 50 percent, and most of them indicated that their needs are more serious than a year ago. Data covering thirty-four states from the Social Security

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Board's Bureau of Public Assistance show a loss of one third of the trained public assistance staff members during the last year and only a meager recovery to date. While the actual shortage is not greater than a year ago in a number of states, the quality of new personnel is frequently inferior, vacancies unfilled for several months cause continued inadequacies in service, and the cumulative effect on the public assistance program is more serious than it was early in 1942.

A sample of eighty-four child welfare agencies in various parts of the country shows a total of 500 resignations from all types of positions during the last ten months and the accession of 430 new people. There are 138 positions in fifty-one of the eighty-four agencies yet to be filled, ninety in case work.

A report from the Social Work Vocational Bureau last month shows seventy-eight "standing orders" for several hundred workers from the Red Cross, the USO, and state and federal departments. Other urgent requests for personnel include ninety-four orders for executives and supervisors and 281 for case workers.

The losses in public welfare departments and in voluntary agencies are partially explained by the fact that salaries run below those offered by war agencies; by the inroads of military service and war industry (affecting women as well as men); and by the rigidity of the merit system and examination and appointment procedures in some public agencies. The present situation might be summarized as follows:

Approximately 15,000 qualified people are needed at once, the majority in public and war agencies, to man essential social services. Workers with supervisory, administrative and community organization skills are particularly needed, though the case work positions are the hardest to fill.

The need for personnel in the salary range between $1,600 and $2,000 is acute; the need for those in the range between $3,200 and $5,000 has been acute for two years and remains so.

The present needs cover a wide geographical area with concentration in defense and rural sections and in communities poorly served before the war.

While the personnel demands of the war agencies may not increase at the same rate as they have in the past twelve months, it is not probable that the rate will drop much while the war continues.

After the war, the demand for seasoned social workers both here and abroad will be greater than at present. It has been estimated that when hostilities cease there will be between five and six million orphans and over twenty million unemployed in Europe. The needs in our own country will challenge all our skill and experience.

There is evidence that the plans of this country as well as England will include broad defenses against unemployment, sickness, and other handicaps. Administration of such provisions will require experienced social workers.

What then of the supply of workers available at present and in the near future?

On November 1, 1942, the American Association of Schools of Social Work reported that the forty-two accredited schools showed a total enrollment of 4,998 part and full time students, constituting a drop of 13 percent over the preceding year. The total number of full time students majoring in social work registered in these schools on the same date was 2,154, a drop of 14 percent below last year's comparable figure.

Home duties related to the war, pressure of agency work, rise in living costs, and uncertainty as to the demands of the future all combine to affect adversely the part time enrollment in the schools this year, although a downward trend was noted in some schools before Pearl Harbor. The drop in full time registration needs little elaboration. The attractive salaries in industry and business and the opportunities in connection with the armed forces have drawn off many young women who might otherwise have entered schools of social work this fall.

Clearly the job of manning our social services rests with local and national agencies and the federal government, with the undergraduate schools playing an important role in preparing students for professional training. We look to the Association of Schools, the American Association of Social Workers, and the other national professional associations for leadership. All of these organizations are active in recruiting, in seeking federal scholarship aid and in attempting to devise methods of meeting the present emergency.

The Association of Schools organized a committee on recruiting a little less than a year ago. This committee has addressed itself to four major aspects of its problem: encouraging recruiting efforts via the schools and through local chapters of the American Association of Social Workers and local and national family and child welfare agencies; publishing a series of pamphlets addressed to different audiences describing social work as a profession and its current opportunities; distributing recruiting posters to all accredited undergraduate schools, with a question and answer manual on social work as a profession; preparing news releases, articles for selected periodicals, and spot announcements for the radio.

The work of this committee can be regarded only as a good start. The concerted assistance of local and national agencies and the government are required in this job if we are to measure up to our responsibilities.

But first of all, we must remember that undergraduate education is of basic importance to professional education. Though the social science major in men's colleges is now a thing of the past, we can work actively with the women's colleges to preserve the basis of sound undergraduate preprofessional training and counsel with them on preparing their students for as much social work training as is possible in the present emergency.

Local Agencies should work with any appropriate group in their community or state such as the American Association of Social Workers, the Council of Social Agencies or Chest or the State Welfare Department in conducting recruiting programs aimed at the faculties and students of secondary schools and colleges and any individuals in the community who may be interested and available. Professional workers and interested laymen should make every effort to supply loan or fellowship funds for competent students. Local agencies should recruit volunteers, analyze their functions, and organize in-service training courses.

Revision of salary scales should be undertaken wherever needed, not merely as a means of holding the staff but because in many instances such action is long overdue and the rise in living costs now makes it mandatory. Residence requirements should be abandoned, as well as unnecessary delays in holding examinations and making appointments.

Agencies should look into the possibilities of various "work-study" plans, advocated by the Family Welfare Association of America. For example, a competent, mature worker, without formal training, may be employed with

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the understanding that she is to attend a school of social work on part time or a well organized in-service training program, or both.

Schools of Social Work, like the agencies, must maintain the professional standards for which they have struggled during the last quarter of a century. But they must start with the frank admission that they are meeting neither emergency personnel needs nor the needs of established agencies. Therefore, an increasing number of untrained people are being employed and will continue to be employed for the duration. Some undergraduate schools are moving in the direction of "orientation courses" and other devices to prepare students for certain social work positions without field work or classroom instruction on a graduate level. One university is reported to be planning a two-year college course for women with some social work material in the last few months to prepare students for "a career" in social work at least during the war. We may disagree with these developments but we cannot overlook them. At least three moves should be made and made promptly through the Association of Schools:

First, conduct negotiations with the undergraduate schools toward some understanding and, hopefully, agreements relative to pre-professional and graduate training for social work. For example, if it transpires that women's colleges abbreviate the present four-year course in addition to the acceleration that has already taken place, arrangements might be made whereby an undergraduate student could transfer to a school of social work at the end of the junior year. At the satisfactory completion of the fourth year, a certificate might be given by the school and an undergraduate degree granted by the college. The student would then be ready for certain carefully designated jobs in the field. Care would have to be taken, of course, to make the nature and limitations of such training completely clear both to the student and the employer.

Under such a plan, many young women now leaving college to enlist in the women's auxiliary services might be persuaded to take some social work training. Thus urgent personnel needs could be filled while young women were attaining valuable experience, which might influence them eventually to take the full graduate course. Such joint planning would prepare the way for better pre-professional sequences after the war.

Schools of social work should also negotiate with local agencies of good standards which are considering "work-study" plans. So far as possible, arrangements should be made allowing competent but untrained workers to take work in an accredited school.

Second, in view of the present crisis, the schools must make short courses available. Simultaneously, of course, they must maintain the structure of their full time graduate work and make heroic efforts to recruit as many competent people as possible for the professional degree.

Third, every school should organize a wide variety of recruiting activities. It is probable that other suggestions will emerge when the Association of Schools meets in Detroit in January and considers a report on this general subject now being prepared by Arlien Johnson of California.

The Federal Government's assistance is needed in at least three major areas, recruiting, scholarship aid, and the protection of essential social services.

The Red Cross and the USO have drawn heavily upon voluntary and public agencies for domestic and foreign workers, and there is an increasing demand for the skills of the social worker in the army and navy. The Office of War Information should make known the need through the radio, press, and periodicals just as the need for nurses has been broadcast.

If the Social Security Board and the Red Cross, for example, were to join in a direct appeal to young women now in college as well as to social workers who are not on active duty at this time, we would experience a substantial increase in recruits. If the U. S. Office of Education followed such an appeal with information and advice to the women's colleges, the results would exceed anything we have seen since the war began. The committee on recruiting of the Association of Schools is pressing this plan, but it must have more substantial backing if its efforts are to be successful.

On Scholarship Aid, the federal government has taken the position that funds should be provided on a loan or grant basis to insure a flow of men and women to essential professions and occupations. A few months ago, Congress voted $5,000,000 for this purpose, but social work was not included.

The two committees studying shortages in social work prepared recommendations on the need for scholarships in social work some months ago and placed them before the Office of Education for approval and submission to the Bureau of the Budget. Thus far, no decision has been reached by the Bureau, whose approval is required before an appropriation can be considered by Congress.

Perhaps the most important aspect of the problem of recruiting and training in which the assistance of the government is required is in the protection of essential social services and the allocation of personnel.

I see no way to meet the critical situation created by the demands of war agencies, selective service, and industry except under the authority of the War Manpower Commission, exercised through its national and regional offices. An important step has already been taken by the ODHWS, which is cooperating with some national agencies in working out definitions of key positions in social work. These will be placed before selective service boards through Selective Service Headquarters, presumably with a directive as to the necessity for protecting essential social services in local communities.

If the WMC should take hold of the social work personnel problem, a number of healthy results might accrue, though admittedly there would be potential dangers as well. State barriers would no doubt be eliminated in filling public jobs; many agencies would be required to reexamine their functions in the light of wartime essentials; and perhaps communities with special problems would be assisted in mobilizing social work and civic forces to meet them.

The suggestions for local agencies, the schools, and the government are important; but we in social work have a broad responsibility that is ours and ours alone. I refer to a concerted national program for adequate financing of graduate training. Substantial sums are needed for interpretation, recruiting, improvement of the schools, and that experimentation and research without which professional education becomes barren.

Abraham Flexner's famous study of medical schools under the Rockefeller Foundation set the stage for higher standards of medical education and practice. The "Flex-

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ner impetus" in social work might conceivably come through a strong national committee of laymen and professional people with a staff organized to formulate and implement extensive long range plans for the financing of social work education. We have been spending small change in shaping a program that should be conceived in terms of millions and the war has thrown the spotlight on that well nigh fatal error. Now imaginations are fired by the possibilities of the post-war world and social work is on the threshold of a new era. We dare not enter that era with a mere 2,000 students in our schools and the prospect of a diminishing number in the coming year, without an intelligent plan of action.

Here is a suggested four point program:

1. Press the Manpower Commission for adequate protection of all essential social services and accelerate the present efforts to obtain federal scholarship aid for the training of needed workers.

2. Recruit competent volunteers and others without professional training but with the capacity to carry full time responsibility as an emergency measure; provide short courses, in cooperation with undergraduate schools, schools of social work and local and national agencies.

3. Stand firmly for the maintenance of the present basic structure of undergraduate and professional education with the realization that modifications in the superstructure are inevitable during the war.

4. Inaugurate and press a vigorous nationwide program of interpretation and financing of social work education.

Dividends from a Conference

By H. IDA CURRY and BETTY ECKHARDT MAY

Successive Directors, National Citizens Committee of the White House Conference on Children in a Democracy

AMONG the greatest of all dust catchers are conference reports. Their chief value is usually to those who prepare them; second dividends go to those who attend the conference; while those for whom the recommendations are designed rarely see them.

Knowing the common fate of reports, members of the 1940 White House Conference on Children in a Democracy attempted to avoid dusty oblivion. Before the conference adjourned, methods for putting the recommendations into practice were discussed and plans laid for follow-up programs in the states. Among them was a two-and-a-half year program to be carried out by a National Citizens Committee, and to be financed from private resources. Since the grants have just expired, it is a fitting time to give a backward glance over the committee's record. Does it contain any significant ingredients of the long sought formula for translating a report into action?

This twenty-five member committee was one of two appointed by the conference to implement its one hundred recommendations in the broad fields of education, child health, and social welfare — recommendations springing from the conference's concern for "all the children in a democracy." The other, the Federal Interagency Committee, was formed to bring about a working relationship among all the federal offices in any way concerned with children.

The Citizens Committee was set up under the chairmanship of Marshall Field as a private, non-governmental group. With a New York office and a staff of a director and an assistant director, it set itself to carry out its charge outlined in the Conference Proceedings:

> Prepare and disseminate printed, visual, and radio material.
>
> Enlist the cooperation of national organizations in studying and furthering the objectives of the conference.
>
> Cooperate with governmental agencies in matters relating to the follow-up program.
>
> Assist in the development of state and territorial programs adapted to the needs and interests of each area.

Cooperation with the States

STATE FOLLOW-UP COMMITTEES WERE INITIATED IN THE following states: Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Indiana, Kansas, Louisiana, Massachusetts, Minnesota, Montana, Nebraska, Nevada, North Carolina, Ohio, Oklahoma, Oregon, South Carolina, Texas, Utah, Vermont, Virginia, Washington, Wisconsin, Wyoming, and Puerto Rico.

The national committee cannot claim full credit for these committees. It has merely been a clearing house for the promotion of plans and programs. The active work in the states has been done in some cases under the leadership of those who attended the conference, and in others by other state leaders concerned with the welfare of children.

In appraising the work of state follow-up committees one should remember that progress is a matter of inching along. The effort to coordinate state programs, built around the needs of the "whole child" and "all the children," is itself an indication of a high degree of civilization. It will probably take years of adult education and perhaps a few funerals in some states before real coordination can be achieved. There are a number of indications of progress toward this goal.

1. The organization of state White House Conference committees has offered, in many instances, the first opportunity for all state leaders concerned with the education, health, and social welfare of children to meet together.

For example, in Colorado nearly two hundred lay and professional leaders worked together for almost a year in preparation for their state White House Conference. Represented on the thirty-three committees and subcommittees were thirty-four state offices, fifty-seven private agencies, twenty-seven statewide lay organizations, and thirty-six professional organizations. Although all were concerned with problems of children, they had never before taken time to become acquainted with each other's problems and programs. Their state White House Conference brought them together in an attempt to answer these questions:

How do conditions in Colorado compare with the recommendations of the White House Conference report?

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What should be the immediate and long time objectives in a ten-year program for Colorado?

How shall we organize for action?

The conference helped state department heads to realize more fully that there are many champions eager to help carry the banners which they have often tried to carry alone. It helped them to see that in citizens organizations they have great resources for helping to build public understanding and support.

2. State White House Conferences have been incentives for excellent programs of adult education and have given lay and professional leaders an opportunity for bringing problems of children to the attention of the public.

In Delaware, preparation for the state White House Conference was considered of greater importance than the conference itself. The follow-up program was carried on under the leadership of the twenty-five-year-old Delaware Citizens Association, which already had an excellent record of achievement for its follow-up on the 1930 White House Conference. The 1940 conference committee, not satisfied merely to survey needs, selected four goals toward which all services for children in the fields of education, health, and social welfare should be directed. These were to help the child grow into a well-balanced individual; prepare for and earn a living; learn to live in a community; learn to get along with people. Each of thirty committees—after "months of group meetings and democratic discussions"—indicated what needed to be done and how its program could contribute to the realization of these goals.

3. State White House Conference committees have outlined programs for the welfare of children with immediate and long time objectives. In some instances, ten-year programs were evolved.

Legislative objectives have appeared in nearly every state plan. Sponsorship has come in some states directly from White House Conference committees, while others have participated in legislative programs sponsored by other statewide organizations.

The Nevada committee helped to bring about the improvement of legislation affecting children. Largely as a result of the work of its 1941 state White House Conference, adoption laws were greatly improved and legal authority gained for prenatal examinations for venereal disease. A nine-point program, adopted at the 1942 conference, includes an active campaign for support of a bill to make possible state participation in the federal program for aid to dependent children. The proposed legislation for a hospital for crippled children failed, but the committee was directly responsible for raising $1,000 for the purchase of instruments for an orthopedic clinic.

4. Some state committees serve as clearing houses and information centers on wartime problems of children.

The California committee, which has a state office and a full time secretary, made possible by a grant from the Columbia Foundations, is concentrating on immediate wartime problems, and is issuing information in the form of newsletters. Among the most popular subjects are youth harvest camps and day care for children of working mothers. The publication on day care has been in demand from all parts of the country and has been adopted by the ninth regional office of the Office of Civilian Defense as a handbook for the use of defense councils. The committee is now working on a special study on how professional workers are making use of volunteers to meet wartime demands.

5. Some committees are concentrating on attracting the public's attention to the wartime problems of children.

In this work the committees in Wyoming and Kansas receive excellent cooperation from the departments of sociology of their state universities. In both states plans are under way for compiling inventories of the channels available for reaching the individual members of statewide organizations, such as magazines and bulletin services; field workers; state correspondence; and district, state, and national conventions. All of these channels are to be used for bringing problems of children to a public which might not ordinarily be actively concerned.

In some instances program planning service has been offered to local organizations and study groups—the theory being that, since organizations meet and talk about something, they might well include problems of children among their topics.

6. White House Conference recommendations have reached the grass roots through district and county meetings sponsored by state committees.

North Carolina, Ohio, and Florida are among the states to give emphasis to regional and county White House Conference programs. The slogan on the Florida letterhead reads:

Our Concern: Every Child.

Our Aim: A Child Life Inventory Meeting in Every County.

Our Hope: A Continuing White House Child Welfare Council in Every County.

The nine regional conferences, sponsored by Florida's committee, had a hand in building public understanding of the need for ADC funds, which resulted in the increase of the state appropriation from $140,000 to $2,000,000. Sixteen County Child Life Inventory meetings have already been held.

7. The organization of children's committees in state and local defense councils has been influenced by state White House Conference committees, in many states.

White House Conference committees are maintaining a close working relationship with children's committees on defense councils in order to establish some unity between immediate and long time planning for children. In a few instances, such as in Minnesota, the state White House Conference committees have been designated as the children's section of the state defense council, with responsibility for wartime and post-war planning for children. In a number of other states, among them Utah, Nevada, Kansas, Washington, Oregon, Colorado, Louisiana, and Wyoming, the White House Conference chairman has become the chairman or a member of the children's section of the defense council committee.

Cooperation with National Organizations

CLOSE COOPERATION WITH NATIONAL ORGANIZATIONS IS apparently one of the most effective ways to spread a gospel straight to the grass roots. It is like putting one's cargo

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into a boat for which someone else is providing the propelling power. The ready-made channels which these boats travel reach into many of the states and into thousands of communities. The "cargo" is usually well received because it comes wrapped in familiar packages.

It is safe to say that nearly every national organization concerned directly or indirectly with the welfare of children has used the White House Conference recommendations in some way. Magazines and bulletin services have carried articles; reports of the conference have appeared on the programs of hundreds of district, state, and national conventions; the conference recommendations have been widely distributed and have been used as the basis of plans for study programs in thousands of communities.

One of the national organizations to utilize the recommendations of the White House Conference in program planning is the National Congress of Parents and Teachers. Its magazine, *National Parent-Teacher,* carried a series of twelve articles on different aspects of the conference. Nine issues of its monthly bulletin service included a section on "The Child in His Community," which was designed to help members make a local application of the conference recommendations.

The director of the Child Welfare Committee of the American Legion has carried on a consistent follow-up campaign since the 1940 conference through correspondence with state chairmen and members of the national committee, through magazines and bulletin services, and through regional and national conferences.

Among the youth organizations to use the conference report as a basis for programming was the Camp Fire Girls, which prepared a community project called "America's Children" for its older Horizon Club members. The program helped the girls not only to become familiar with the conference report in general but to get acquainted with all agencies concerned with handicapped children. It included service projects and plans for bringing some of the handicapped children into the Camp Fire organization.

Cooperation with Colleges and Universities

THE WIDESPREAD USE OF THE CONFERENCE REPORT IN colleges and universities gave students the chance to write term papers on subjects closer in to the concerns of life than is often the case.

Nearly a hundred members of the faculties of professional schools who attended the conference contributed to a list of topics, based on its White House Conference recommendations, for use in term papers, as problems for independent study, or as research projects. This list, with an accompanying bibliography, was surprisingly well received by graduate professors of education, social work, sociology, religion, law, journalism, and library education. In some instances research students were able to supply material of immediate value to their own state White House Conference committees.

Inventories and Self-Surveys

REALIZING THAT THE GREATEST VALUE OF THE RECOMmendations of the White House Conference would come from their local application by state and community leaders, the National Citizens Committee made a special effort to help provide a practical method for state and local study. A study plan was prepared containing suggestions for making an inventory of local agencies, which was arranged to help leaders in local communities list all organizations and agencies concerned with the welfare of children, classifying them under the general fields of education, health, and welfare. Such an inventory would enable a community to discover its assets and its blind spots, and would provide information on what is already being done for those who might be inspired to initiate new projects.

Suggestions for the Future

IT'S A POOR PROJECT THAT DOES NOT OFFER SUGGESTIONS on how it might have been better. The following can, of course, be only the personal opinions of the writers:

1. State follow-up programs apparently flourish best in states where national conference members have assumed active leadership. For this reason it might be well to consider, before the next national conference, a new plan for issuing invitations. The initial session might include a limited number of *specialists* on the problems under consideration, while the final session should include a potential *action group.* This group might logically be made up of official representation from the states and from national organizations concerned with the problems under consideration.

2. Any plan for the organization of a new state committee concerned with problems of children should be based on a knowledge of committee programs that may already exist.

3. All conference procedures should follow democratic principles. Those who are expected to carry out plans should have a part in making them.

4. State programs should not be too ambitious. Plans for carrying out a state program should be considered before the program is adopted. It is better to succeed with a simple program and proceed on the basis of its accomplishments.

5. The probable length of the governor's term of office should be considered before asking him to name a state committee. Several committees have been completely "stalled" because of changes in state leadership.

6. "The leading people" may not be the most effective committee members. Each organization and agency should appoint its representative for one year. Best results are obtained if suggestions are given on the kind of person desired and the duties involved.

7. The maintenance of a statewide organization takes time and some money. The chairman may be a layman, but the secretary should, in the majority of cases, be a paid person or someone with stenographic help who is already on somebody's payroll.

8. The budget for a national follow-up committee should be sufficient to include a full-time field worker.

The Next Chapter

The expiration of the grant for the follow-up program sponsored by the National Citizens Committee has made it necessary to discontinue staff services. The Committee has requested Katharine F. Lenroot, chief of the U. S. Children's Bureau and executive secretary of the 1940 White House Conference on Children in a Democracy, to take over responsibility for cooperation with the states and with national organizations in the follow-up program. Miss Lenroot has designated Emma O. Lundberg of her staff, who served as assistant secretary of the conference, to be responsible within the bureau, for continuance of the program. The National Citizens Committee will remain intact so that it can be called together when independent citizen action is indicated.

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Our Plans for Wartime Welfare

By JOANNA C. COLCORD

Director, Charity Organization Department, Russell Sage Foundation

FROM the beginning of the national defense program in 1940 it was apparent that it must grapple with two general groups of welfare problems. The first included those arising from the mobilization of a large army; the development of large scale defense industries, resulting in overcrowded communities; the possibility of enemy raids or sabotage. The second group included all the "home front" needs of persons suddenly put under the strain of defense preparations.

One of the first actions of the federal government was the revitalization of the Council of National Defense of World War I and the creation of an advisory commission to that body to effect coordination in all fields related to the defense effort. A division of state and local cooperation was established within the advisory commission to promote the formation of state defense councils and, through them, local defense councils. Within the national office of the advisory commission was established a division of consumer interests to which the problem of welfare coordination was assigned.

By the fall of 1940 it was clear that adequate attention was not being given to welfare problems. In late November the President named the administrator of the Federal Security Agency as coordinator of health, welfare, and related defense activities and transferred to him the advisory commission's functions of welfare coordination. Within the Office of the Coordinator were established divisions concerned with the development of recreation programs in communities near training camps, the control of prostitution and vice, the development of adequate health measures in defense communities, and the provision of community facilities, to meet the needs in these fields. The office worked through the twelve regional offices of the Social Security Board. At the federal level it brought into a "council" relationship the Federal Security Agency, the U. S. Children's Bureau, and related public and voluntary groups.

Throughout the winter of 1940-1941 there was a growing pressure on the federal government to hasten the provision of measures for the protection of communities against enemy action and to provide opportunities for volunteer service in the defense program. In May 1941, the advisory commission was abolished and the U. S. Office of Civilian Defense established in the Office for Emergency Management. The OCD's initial efforts were to advance the promotion of state and local defense councils, to devise protective measures against threats to civilian security, and to harness the enthusiasm of the public for participation in defense work.

The Office of the Coordinator and the OCD found some difficulty during 1941 in determining their respective roles. Obviously, the first-named had a primary interest in adequate provision and operation of services, while the last-named was concerned with their integration, organizationally, with other defense activities. In September 1941, the Office of the Coordinator was reconstituted as the Office of Defense Health and Welfare Services. After December 7, the OCD also underwent considerable reorganization.

Organizationally speaking, so much has happened in the field of social work in the past two years that *Survey* editors have felt the need for some sort of an "up to now" statement which would give social workers a clear picture of the relationship of various federal agencies to each other and to local communities. This was ready-made in a detailed article prepared by Miss Colcord for the forthcoming 1943 "Social Work Year Book," from which, by permission of the publishers, the Russell Sage Foundation, this condensed exposition has been distilled. For reasons of space, it was not possible to include here the interpretation and analysis contained in the complete article appearing in the year book which will be off the press in February.

Defense and War Communities

THE PROBLEMS IN COMMUNITIES NEAR ARMY TRAINING camps have from the first ranged from inadequacies in housing, transportation, schools, hospitals, sewage disposal, water supply, and the like, to the overburdening of such social services as may have been present in the locality before it became a defense community.

The Office of the Coordinator upon its organization gave special consideration to the needs of these communities, working with the states through its regional representatives. In February 1941, a family security committee was appointed, staffed within the office budget. This committee helped to identify specific problems and to formulate programs for their solution.

In the same month the President asked Congress to appropriate $150,000,000 to provide needed community facilities in such areas—a request that was met in the passage of the so-called Lanham act in May 1941. This act has made federal funds available to defense communities for health, welfare, education, and recreation on authorization of the Office of the Coordinator and its successor, the ODHWS, and of the Federal Works Agency. Since that date several additional appropriations have been made.

Home Communities in Wartime

FOR EVERY DEFENSE COMMUNITY ASSISTED BY THE FEDeral government, there have been dozens of home communities suffering less acute but nonetheless serious dislocations, which have made needed adjustments in service largely on their own initiative. Many towns and cities have suffered from the closing of industries unable to get priorities on raw materials. Selective service has taken sons and husbands from the homes of all localities, frequently leaving social problems to be met by the local agencies. The defense-and-war psychology has affected the moral climate, bringing new problems in the use of leisure time and the control of delinquency.

Community Chests and Councils of Social Agencies,

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where they have existed, have applied their leadership to these problems. In 1940 and 1941 they were working at the grass roots of the identical problem that was causing the federal government to set up its national and regional coordinating machinery. Public welfare departments, however, looked to state and federal rather than local leadership, and for many months—until the local defense councils became better established—there were serious gaps in the local coordinative structure. The American Red Cross also found difficulty at first in relating itself to the local planning set-up, although it went ahead with preparedness activities.

Office of Defense Health and Welfare Services

WHILE TECHNICALLY AN INDEPENDENT AGENCY UNDER the Office for Emergency Management, the ODHWS is in practice so closely tied in with the Federal Security Agency as to make it, in effect, an emergency arm of the latter organization. It brings together, through advisory councils at the national and regional levels, representatives of federal agencies concerned with family security, health, education, wartime recreation, nutrition, child welfare, and social hygiene, to work out patterns of cooperation to be recommended to the states. It also consults representatives of voluntary agencies. Because there existed no previous centralization of federal concern for recreation or for control of vice, the ODHWS set up a recreation section and a social protection section with quasi-operational functions. In July 1942, it recognized the urgent nature of the need for day care for children of working mothers by establishing a day care section, which has received an allocation from the President's Emergency Fund of $400,000 for the promotion and coordination of day care programs. It also set up a community organization section to replace a former advisory committee.

Wherever possible the coordination of local programs is effected through the defense council structure, but where the council has no suitable committees the representatives of the federal agencies work with the state and local agencies and with whatever coordinating groups may exist in the community.

Its recreation section has been responsible for the development of the war recreation program in which the United Service Organizations and many local recreation committees have been geared to care for the leisure time needs of service men and war industry workers.

The regional areas of the ODHWS are identical with those of the Social Security Board and the regional directors and regional advisory councils represent both agencies.

U. S. Office of Civilian Defense

THE OCD, ALSO IN THE OFFICE FOR EMERGENCY Management, has two divisions concerned with two major problems: civilian protection and civilian mobilization. It operates through nine regional offices in stimulating the organization and activities of state and local defense councils. It does not, however, exercise direct control over these councils although it can, if dissatisfied, refuse to provide protective equipment or withhold the use of prescribed insignia.

The civilian protection branch "gives advice, assistance, and leadership in the development of local protection programs. The civilian mobilization branch gives similar aid with respect to over-all defense council organization, the development of civilian war services other than those which are the responsibility of the protection branch, the mobilization of volunteers for all war activities, and the development of informational and educational services within the defense council."

Volunteers at the local level engaged in civilian protection activities are enlisted in the U. S. Citizens Defense Corps; those engaged in civilian war services are enlisted in the U. S. Citizens Service Corps.

Relationships of ODHWS and OCD

THE EARLY HISTORY OF BOTH THESE AGENCIES IS ONE OF striving by means of many conferences and formal agreements to allocate between them the areas of defense activity involving health, welfare, and related services. The OCD's vigorous entry into the recruitment of volunteers and its eagerness to develop new service functions soon brought the two agencies into the position of attempting coordination independently within the same field. The ODHWS consistently maintained the position that programs should be carried on through existing agencies, federal, state, and local; and that only when no agency existed to carry on a needed function should one be created. However, a joint memorandum on interrelationships issued in February 1942, clarified the functions of each agency and provided a basis for cooperative endeavor.

The ODHWS now looks to the OCD and the state and local defense councils to set up channels of organization through which the ODHWS's field agents and those of the participating federal agencies can work with states and localities in promoting measures to alleviate war-born social and health problems. The OCD stimulates state and local defense councils to organize committees to plan programs, secure assumption of responsibility for them by existing agencies, and assure that these responsibilities are discharged. Only in the case of functions not assumed by existing health and welfare agencies that can be successfully carried out *in toto* by volunteers (such as salvage, war bond sales, hospitality and amenities for members of the armed forces) do the defense council committees themselves take on a performing function.

In the field of civilian protection, the ODHWS has an interest in planning for civilian war aid to be administered to non-combatants suffering as a result of enemy action. This function is to be administered by the Federal Security Agency with federal funds, although responsibility for its state and local coordination into the general plan for emergency care rests with the defense councils.

Planning at the national level for evacuation of civilian population is a cooperative function of OCD and ODHWS, through a joint committee on evacuation, created in August 1941. However, the funds necessary to operation of the program will presumably be administered by the Federal Security Agency.

Role of the American Red Cross

DURING 1941 AND MOST OF 1942, THE AMERICAN RED Cross assumed that it must be ready to carry over into the program of relief following war-caused disasters the same service and techniques it employed in natural disasters. Thus, it stimulated its chapters to readiness for instant action. Training courses for first-aid workers, nurse's aides, and canteen and motor corps were expanded. Technical persons were recruited to perform services following a pos-

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sible incident and were given orientation courses in Red Cross procedures. Stores of food, clothing, cots, and bedding were accumulated and premises were found to be used to furnish emergency shelter for large groups of the population. Medical supplies and equipment for casualty stations were purchased.

Two groups looked upon these preparations with some misgivings. One was the emergency medical set-up within the OCD, which saw dangers in a divided responsibility for medical care following a disaster; the other was the public welfare group, restive under the assumption that its role was confined to assistance to underprivileged people and that, in a wartime disaster involving cross-sections of the citizenry, a voluntary agency would step in and take over.

Joint conferences between the OCD, ODHWS, and national Red Cross officers were begun in the late summer of 1941. In April 1942, officials of the Red Cross and of ODHWS signed a statement which provided that relief following natural disasters, accident and sabotage, was to remain the peculiar province of the American Red Cross, while the federal government, represented by the federal security administrator, was to have primary responsibility for administering relief following enemy action. In such emergencies, according to the agreement, the administrator

> . . . will look to the organization, facilities, and resources of the American Red Cross to provide food, clothing, and temporary shelter. As soon after the emergency as the federal security administrator determines that aid can be extended through normal channels, he will carry out his function through the regular federal, state and local public agencies which are responsible for meeting the needs of dependent individuals and families. . . . The American Red Cross will function in every community on the basis of conditions agreed upon by it with the state and local public welfare agencies. . . .

In May 1942, a statement was issued, signed jointly by the administrative heads of the Red Cross and the OCD, which made defense councils responsible for seeing "that adequate provision is made for all services required in the event of bombing or other enemy attack." The medical resources of the Red Cross chapter are to be placed at the disposal of the chief of the emergency medical service of the Citizens Defense Corps. Red Cross resources for emergency feeding, housing, and clothing following enemy attack are to be under the control of the commander of the Citizens Defense Corps and all Red Cross volunteers participating in the program are to be registered with the local civilian defense volunteer office and authorized to wear the corps insignia. Plans for civilian war aid will be made and carried out, during and immediately following an attack, under the commander of the Civilian Defense Corps; but direct supervision and control of federal funds for this purpose will rest with the Federal Security Agency.

Organization of State and Local Defense Councils

THE LOCAL DEFENSE COUNCIL IS CONCEIVED OF BY THE OCD as the "central planning and coordinating body for all programs relating to community and civilian war effort. Its job is to bring together public and private agencies and interested individuals who are concerned with civilian war activities. It has the duty to see that all essential war programs are carried out and that they are developed in a unified and balanced community plan." State defense councils are usually appointed by the governor of the state. The degree of state control of local defense councils varies with the type of legislation authorizing their creation. In 1941, with stimulation from the national and regional offices of the OCD, a widespread program of volunteer bureaus was developed and attempts were made to place volunteers in defense activities and in going social work enterprises.

After Pearl Harbor the focus of defense councils veered sharply in the direction of civilian protection, while welfare problems were relegated to the background. However, as the term "war councils" began to take hold, there was an awakening of responsibility for health and welfare. Struggling committees were succeeded by organized divisions of civilian war services within the councils.

Civilian War Services

CIVILIAN WAR SERVICES INCLUDE ALL THOSE CIVILIAN activities, other than protection, with which communities and individuals must be concerned as part of their contribution to the prosecution of the war. Committees within divisions of civilian war services are apt to center around problems presented rather than fields of work and, in their membership, to cut across agency lines. However, an earlier drift to organize by community groups is still apparent in some places—for instance, those with women's divisions.

Committees dealing with problems of families and children, of recreation, nutrition, and social protection get field service from regional representatives of the ODHWS, U. S. Children's Bureau, Office of Education, and Social Security Board; those dealing with health are served by the U. S. Public Health Service; those promoting consumer interests are reached by the Office of Price Administration. Committees on housing, transportation of defense workers, labor problems, and the like, have less direct service from federal agencies. But practically all committees in a division of civilian war services are of interest to local Councils of Social Agencies. Not infrequently directors and division heads of Councils of Social Agencies are found to be devoting half-time or more to the work of these divisions. In other places one strong agency, such as a department of public welfare, may be giving similar service.

These committees have no operational function. Their task is to survey community needs in the areas of their respective interests, drawing upon the experience and resources of already existing agencies; plan measures to meet the problems presented; secure the participation of existing agencies or groups in carrying out these measures; and follow through to see that undertakings are carried out.

Civilian Protection

A DEFENSE COUNCIL'S DIVISION OF CIVILIAN PROTECTION includes two services directly connected with community health and welfare: the emergency medical service and the emergency welfare service. Medical personnel and social workers engaged in developing these services are concerned with planning and assignment of functions to the end of transforming their plans into performance whenever disaster may strike. If it should, the Citizens Defense Corps will go into action under a commander whose authority is supreme in the emergency, and will carry out the division's advance plans. Social workers and medical personnel enlisted in this division are volunteers like the rest, and members of the Citizens Defense Corps.

In September 1942, the OCD directed its regional offices to seek in each state and local defense council to secure

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the appointment of a chief of Emergency Welfare Service, who should be responsible directly to the commander of the Citizens Defense Corps, but who "should use the welfare and child care committee of the civilian war services branch of the defense council as an advisory and planning group." His function is to arrange for service to the victims of enemy action, such as: registration of persons suffering financial loss; information service; emergency provision of food, shelter, and clothing; rehousing and rehabilitation; the integration of information on casualties.

In case of war caused disaster, the defense council's operational responsibility in respect to health and welfare includes the care of the wounded, a function of its emergency medical division; and the provision of food and shelter as needed during the first few days by bombed-out families, a duty which the council might delegate to the Red Cross. From there on the federal government steps in, represented by the U. S. Public Health Service, in defraying the cost of care of the injured, and by the local public welfare department (acting for the Federal Security Agency) in handling rehabilitation.

Plans for evacuation of civilians, if necessary, are still in the formative stage. The Joint Committee on Evacuation has issued two general bulletins and has appointed regional evacuation directors in several of the OCD regional offices. State directors of evacuation are being added to the staffs of state defense councils. Local organizations may not become involved, since the matter is of intrastate and even interstate concern. There is every indication of the intent to make full use of the services of teachers, doctors and nurses, child welfare and group workers, and of general social work personnel.

Volunteers in Public Welfare

By MARGARET L. DeWITT

Director, Volunteer Program, New York City Department of Welfare

SOON after the establishment of the Emergency Welfare Division by the New York City Department of Welfare [see "In Case of Enemy Attack," by William Hodson, *Survey Midmonthly*, November 1942], it became apparent that even with the cooperation of workers from other social agencies the staff of the department could not carry on its regular activities and at the same time assume full responsibility for the organization of this wartime program. Sixty-three Emergency Welfare Centers and eighty-five Police Precinct Offices had to be staffed with persons prepared to offer the community needed services in the event of a war-caused disaster. It was this problem in the main which led the Department of Welfare to ask the cooperation of the Civilian Defense Volunteer Office in referring volunteers for placement. However, while the war emergency was the occasion for inviting the cooperation of volunteers, the policy of using volunteers is viewed as a permanent one.

Before the war emergency, the department had shared with other public welfare departments the belief that volunteer assistance was impractical in a public agency, particularly because of the legal structure under which the agency operates. Its doubts were expressed in the form of many objections. Some said the use of volunteers who have no social work training or experience would inevitably mean lowered standards of service to people receiving public assistance; others that volunteers could not be used without threatening hard-won merit system standards. There were those who questioned whether the agencies should divert to volunteers supervisory time which could well be given to regular staff. And of course there was the age old criticism that volunteers are irregular and irresponsible in their work. However, there have always been some social workers who felt that public agencies were missing a great deal by their failure to use volunteers, who under professional supervision could supplement staff activities and thereby provide increased service to persons receiving public assistance. Volunteers could, too, they believed, provide an intelligent support of a public agency's program in the community by achieving a greater understanding of the agency through their work.

The New York City Department of Welfare today has approximately 400 volunteers who have received training and are now giving valuable assistance to the staff in its preparation for the work which will be done by the Emergency Welfare Division. These volunteers, all of whom have been referred by the Civilian Defense Volunteer Office, are to be certified as members of the U. S. Citizens Service Corps. Many of them, in addition to their current work in the department, have also enlisted for service in the Emergency Welfare Division, if and when it is called into action, and are, therefore, also members of the U. S. Citizens Defense Corps.

Since one of the most important services which the Emergency Welfare Division will render in the event of an enemy incident will be the rehousing of civilians, many of the department's volunteers are now paving the way for this service. The work involved in this task includes continuous inspection and listing of vacant low cost apartments within the city, and the building up and maintenance of files of low cost apartments, furnished rooms and hotel accommodations. This work, which is essential if people made homeless are to be rehoused quickly, is being done almost entirely by volunteers under staff leadership and supervision.

The establishment and maintenance of an Emergency Welfare Division entails much additional clerical work for a welfare department. Personnel records must be maintained on all the volunteers to be used, whether from the CDVO, other social agencies, or the department's staff—in this instance 3,000 in all. Instruction and procedures must be mailed out, meetings must be called and minutes kept. Volunteer assistance in typing, simple clerical work, and filing is a necessity.

The department is also using volunteers to assist the staff in the distribution of WPA commodity clothing to relief recipients. While these volunteers are helping the department to improve a normal service, they are getting experience in the type of job they would perform in an emergency. They are at the same time getting a closer view of the de-

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partment's work by coming into direct contact with people in need. Other volunteers are being trained to operate switchboards and complicated filing systems in order to be of assistance to the Emergency Welfare Division's staff volunteers in operating a Central Registration Bureau for the location of missing persons.

WORK opportunities already discussed are clearly related to the war emergency. Other work performed by volunteers in the Department of Welfare is of equal value although its relation to the war effort is not so obvious. The staff of the department has assumed additional responsibilities as the demand for trained social service and clerical personnel has been made. Because of these added duties, it has been necessary for the department to seek short cuts and ways in which volunteers can assist staff with those parts of the normal job not requiring specific training and experience. While volunteers can be of invaluable service in work of this kind, close supervision is essential to insure normal standards of service and to make sure that the volunteer supplements but does not supplant the civil service staff.

Work opportunities in the Department of Welfare are listed with the Civilian Defense Volunteer Office, and each volunteer referred by that agency is interviewed at the department by a volunteer interviewer. Her past experience is evaluated and specific work opportunities are discussed with her. If the volunteer is accepted, she is given a two weeks orientation course in the department. This course makes no attempt to give specific training for the volunteer's job assignment. Rather it emphasizes the over-all responsibility of the Department of Welfare, including the Emergency Welfare Division, the legal structure under which it works, its methods for individualizing its services and the importance of each small task to the total achievement. Volunteers are encouraged to ask any questions they wish about public assistance programs and to express their attitude toward people who receive assistance, as these meetings provide most of them with their first contact with or understanding of the administration of a tax-supported municipal department. Upon completion of the course, the volunteer is assigned to a job. While on the job she receives additional instruction, either in group meetings or individually.

After the volunteer has worked a month or six weeks she attends another meeting. There the work of the Emergency Welfare Division is explained in detail and an opportunity to volunteer for emergency work in an Emergency Welfare Center is offered to her. It is explained that such an assignment will be in addition to her regular work with the department. There is no element of compulsion for the volunteer to take on emergency responsibility, for it is recognized that some have family responsibilities which would keep them at home in an emergency. CDVO volunteers who enlist for work in the Emergency Welfare Division are given identification cards and armbands identical with those given the volunteers recruited from the department's staff and from other social agencies. They hold the same responsibility for being available in the event of an emergency. They meet with the staff volunteers and participate in the additional training given to all members of the Emergency Division.

It is often said that the jobs performed by volunteers are routine and monotonous. Some of them are, and one of the problems in administering the program is how to sustain the volunteer's interest. As in any organization, the places at the top are not nearly so numerous as are the essential basic jobs which are in reality the backbone of the enterprise. Therefore, the department cannot count too much on the opportunity for "promotion" as a method for maintaining interest. It is up to the supervisor to point up continuously the relationship of the volunteer's activity to the war effort, and to the welfare of large numbers of persons in the community. One way the department recognizes the service of volunteers is through specially designed Department of Welfare pins awarded on the basis of performance to those who, over a specified period, have continuously contributed the minimum requirement of eight hours of work a week. Before a pin is awarded, the volunteer is reinterviewed and given an opportunity to discuss her past work and future plans. Although volunteers experienced in the Department of Welfare are entitled to wear the uniform of the U. S. Citizens Service Corps, not all of them avail themselves of this privilege. The pin, therefore, serves as a means of identifying each volunteer with others who are giving service to the community at this critical time.

When a volunteer is absent without explanation, the department institutes a careful follow-up in order to determine whether the absence is related to dissatisfaction with the work and, if so, whether a change of assignment or other adjustment should be made. The department has found that one of the best ways of assuring volunteer interest is through an understanding acceptance of the value of volunteer assistance on the part of every staff member with whom the volunteer comes in contact.

AMONG those contributing to the success of the volunteer program of the New York City Department of Welfare are the volunteer assistants and volunteer supervisors who serve in the administration of the program. Without their interest, good judgment and responsibility, it is doubtful whether the program could have gone forward as it has.

Those close to the program believe that the volunteers who have worked in it not only have the satisfaction of knowing that they have made a vital contribution to the war effort but have also gained an increased understanding of the operation of their city government in general and a much closer understanding of the Department of Welfare and the community which it serves. It is obvious that the department has gained much through the volunteer service which has been contributed. It would have been difficult, if not impossible, to have made such strides in the development and maintenance of the Emergency Welfare Division program as have been made had it not been for the work of these volunteers. It is apparent, too, that since the services which are the responsibility of the Emergency Welfare Division are comparable to those which are the daily responsibilities of the Department of Welfare, the training and experience which the volunteers are now getting will make them of continuing value to the Department of Welfare after the war is over.

One of the most important by-products of a volunteer program in a public agency is that the relationship between the taxpayer and the agency administering tax funds becomes one of mutual participation and responsibility. Such a benefit should not be lost to a public agency nor to members of the community with the coming of peace.

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Here in Washington . . .

By Rilla Schroeder

THE President's program for social security expansion is ready for the 78th Congress but whether the 78th is ready for it is another matter.

Even the most starry eyed "dreamers" can't see the new Congress falling on the proposal with cheers. Their hope is that in a year and a half the 78th will be election conscious and afraid not to act, especially if the Administration can be needled into making an issue of the business. The pessimists gloomily accept the situation and resign themselves to no action for the duration. Duration of the 78th Congress, of course. They expect the 78th to be so reactionary, that the inevitable backswing will follow and, they hope, the 79th, the post-war Congress, will be ready to do something constructive.

Eliot of Massachusetts, author of the 77th Congress's most important bill on social security, was defeated in the primaries and will not serve the coming two years. Before his departure he made a constructive suggestion which the 78th, if it wants a social security bill, would do well to follow. Mr. Eliot proposed that the question be taken from the Ways and Means Committee and that a standing Committee on Social Security be named. He pointed out that Ways and Means is a very busy committee. Its principal job, revenue raising, has taken all its time the past two years and promises to keep it equally busy for an indefinite time. A Committee on Social Security could devote all of its efforts to that one subject. Mr. Eliot suggested, also, that there should be created by joint Presidential and congressional action an advisory council of leading citizens to study all proposals on the subject and to make recommendations. The National Resources Planning Board wrote the President's current proposal.

Mr. Eliot is going to London for OWI. His new post will afford him an excellent opportunity to study the British system. (The Beveridge report proposes a separate Ministry of Social Security.) British debate of the Beveridge proposal during Mr. Eliot's sojourn abroad will add to his already comprehensive knowledge of the subject.

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THERE ARE TOO MANY DOCTORS IN UNIform, witnesses told the Senate Committee on Education and Labor at a recent hearing on the manpower situation. Lt. Col. Gilbert Osincup, president of the Florida Medical Association, said:

"There is definitely too much medical talent in the armed forces. There has been a great overstaffing by the army and navy and many of the doctors commissioned are complaining that they have no work to do."

The charges were echoed by Dr. H. C. Waldin of Wilmington, N. C., who told the committee that the army now had seven doctors for every 1,000 men while the British have only three or three and a half.

Colonel Osincup suggested that all doctors be given army or navy training and then returned to their own practices. Conscription of doctors for civilian care was recommended by Dr. F. D. Mott, chief medical officer of the Farm Security Administration.

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THE NATIONAL HOUSING ADMINISTRAtion has announced that hereafter privately financed conversion of houses and buildings to create additional accommodations for war workers will receive an AA-4 rating. This is the same priority given publicly financed conversion projects. The only restriction is that such privately financed projects must be in critical areas and all accommodations be rented to eligible war workers.

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CHEERING IS THE REPORT FROM THE U. S. Census that only six nations had a lower infant deathrate than ours in 1940. Those countries were Norway, Sweden, Netherlands, Australia, New Zealand, and Switzerland. Infant deaths in the United States for that year numbered 110,984 or 47 for each 1,000 live births. For the same year Germany's was 65, Italy's 104, and Japan's 112. Not so cheering is the thought of what must have happened to those rates in Norway and the Netherlands since 1940.

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IN A SURVEY OF 137 METROPOLITAN counties between April 1, 1940 and May 1 of this year, Washington came second in population gain with Detroit leading by a nose. Top figures were Detroit, 336,000; Washington, 230,000; Chicago, 149,000; Los Angeles, 131,000; Norfolk, Portsmouth and Newport News, Va., 107,000, and St. Louis, Mo., 97,000. The explanation lies in the war, of course, but Washington wants it to be remembered that Detroit was a bigger city to begin with and, consequently, better able to take it.

Of the 137 surveyed, 88 in which war industries are located showed a gain. Six had nothing of which to boast (or lament) and 43, in which there are no war industries, showed a decline.

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SHORTLY BEFORE ADJOURNING, THE Senate adopted a resolution ordering four federal war agencies to submit to the 78th Congress the names of all employes earning more than $3,000 a year. The agencies are the WPB, the OPA, the OPC, and the Office of the Rubber Administrator.

Not so definite but no less emphatic was the representation made to the President by House leaders Ramspeck and Sabath on the method of selection of various employes of the war agencies. Mr. Ramspeck, who is chairman of the House Civil Service Committee and Democratic whip, accused OPA and WPB of filling a majority of their responsible positions under a system of "personal patronage" which bars many qualified persons but opens the way for those who have influential friends in the agencies. The system, he said, was worse than the political spoils system, and when an appointment or appointee turned sour there was no one to take the blame.

Mr. Sabath, chairman of the powerful Rules Committee, told the President that under the personal system of making appointments the agencies were being staffed by persons not in sympathy with the Administration's program. Such persons, he charged, were actually sabotaging and making very little effort to conceal their activities.

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ANNOUNCED AS THE FIRST STEP TO OBtain the President's manpower objectives, the War Manpower Commission has been divided into five operating divisions. The divisions are Selective Service, under Major General Lewis B. Hershey as director; Bureau of Training under W. W. Charters; Bureau of Placement under Glen E. Brockway; Bureau of Labor Utilization under a director to be named later; Bureau of Program Planning and Review under William Haber.

In addition, WMC Chairman McNutt has named to his staff Fowler Harper as deputy chairman, Arthur S. Flemming as acting executive director and presiding officer of the management-labor committee, Robert M. Barnett as general and personnel chief, and Byron Mitchell who will take on the duties of field management.

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The Common Welfare

Food on the Home Front

THE President last month placed in the hands of the Secretary of Agriculture "full responsibility for and control over the nation's food program." This is a war responsibility second to none. As every nation now knows, food is primary ammunition in total war.

That military needs will be met goes without saying. There is little doubt also that lend-lease food requirements will be delivered for shipment overseas.

As to food for civilians here at home the evidence is not so reassuring. Those who observe the continued heavy burden of food costs upon low income and relief families know that price control and rationing will not wholly meet their food needs. It is disturbing to suspect that the sharp increase in *average* income through war employment may have obscured Washington's vision in this sector of our economy. Elimination of WPA before the manpower program is prepared fully to replace it indicates this possibility. More disturbing still is the announcement that the Food Stamp will be terminated March 1.

Hunger in low income and relief homes is not compatible with the purposes for which we intend to win this war. We are shipping much food to Great Britain and may well borrow some wisdom in return. That country is coping with a food scarcity more severe than we are likely to face, but even so it sees to it that necessitous families get their share—a fairer share than they received in peacetime. Britain knows that food is the fuel that stokes the fires of national effort. We can learn that, too.

A Year for Giving

ASTRONOMICAL increases over last year, which have been the general rule in the current campaigns of Community and War Chests, make a bright financial picture for the sectors of community social work, health service, and war relief which depend on these sources for major support.

From a good many campaigns, reports are not yet in; winter and spring fund drives are still to be held in some important cities; and exact analyses of effects on budgets, especially those of local non-war agencies, have not been made. But with all reasonable allowance for future readjustments, the picture still is clear.

Community-War Chests this year have far exceeded expectations, receiving from their communities up to twice, and sometimes more than twice, the contributions made the previous year to Community Chests. Even those Chests which this year did not include war-connected appeals went well over their last year's totals, and in general met or bettered their goals.

Criers of doom and viewers with alarm to the contrary, it has been a year for giving; and especially for giving to needs related to the war. Here is ample evidence that not taxation, nor bond buying, nor the high cost of living has stemmed the generous impulses of Americans who give their money to aid legitimate and necessary causes which, they have reason to believe, are efficiently administered.

To those responsible for raising these funds, more significant than the large totals is the constantly growing proportion of gifts which come in small sums and from "employe givers." Notable this year has been the cooperation of organized labor—both CIO and AFL. Through national war-relief committees both unions have worked out formulae and supplied field staff to encourage their locals to work with Chests in community campaigns. These arrangements have reached out from "headquarters" to boost local Chest funds the nation over.

In this development, "Chest people" and "labor people" alike see organized labor taking its growing and logical place in community social work and civic affairs, not only at campaign time but in planning and administering these activities.

Mob Violence

JUST before the season of good will, Tuskegee Institute each year issues a summary and analysis of the year's lynchings—this nation's most savage evidence of man's inhumanity to man. In 1942, Tuskegee reports, there were five victims of mob violence, all Negroes, all done to death in the South. This is one more than the number for the preceding year, the same number as in 1940, two more than in 1939.

Beside this brutal record, Tuskegee places the more heartening account of fifteen instances in which officers of the law prevented lynchings, all but one of them in southern states. In thirteen cases, the intended victims were "spirited away," their guards augmented, or other standard police measures taken. In one instance, the wives of the would-be lynchers succeeded in preventing the crime; and in another, the sheriff persuaded the mob to disperse.

The Tuskegee report does not cover the steps taken to apprehend and punish lynchers, but it is a matter of common knowledge that such efforts seldom are vigorous and almost never effective. Here is one of the chief arguments urged in favor of a federal anti-lynching law, such as was recently "talked to death" by filibustering members of Congress from the South.

Minimum Income

AN hourly or daily wage rate is not sufficient to achieve the intent of minimum wage legislation. Only a guaranteed weekly income will give workers "some assurance of a living wage." This is the substance of a recent judicial milestone, the decision of New York's highest appellate court in a case brought by a candy company to upset a minimum wage order establishing a weekly income for workers in that industry. The decision of the Court of Appeals ended a four-year legal battle carried on by a small group of confectionery makers who challenged "the validity and reasonableness" of the order under the state minimum wage law.

It always had been the custom in the industry to call a mass of workers for a day at a time, throwing them back on their own resources between these brief periods of employment. Because of the frequent lay-offs, the yearly earnings of the workers were so meager that they could not subsist without help from relatives or from relief agencies.

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The minimum wage order for the industry provides that if a worker is called in during the season and works less than three days, she must be paid three days' minimum wage; if called in during a slack season, she is to be paid two days' minimum wage. This means a minimum weekly income of ten dollars in the rush season, seven dollars in a slack period.

The principle of the guaranteed wage is embodied in four of New York's six minimum wage orders: the laundry, the beauty parlor, the confectionery, and the hotel orders. In each instance, the order applies to an industry where substandard wages and haphazard employment practices had been the rule. Under the decision upholding the "guaranteed wage" principle, the worker is safeguarded not only by the fixing of a minimum weekly income, but by the incentive to employers to plan their operations and regularize employment.

Hull-House

WHAT happens at Hull-House is of more than Chicago importance. It affects the settlement movement—and more than the settlement movement—everywhere. There are those who think neighborhood houses are out of date, bound up in another epoch; there are those who sense they are on the firing line, confronting all the vicissitudes of the 1940s.

Significantly enough, *The Atlantic Monthly* is publishing serially one of the creative autobiographies of the decade—that of Dr. Alice Hamilton, who sinks her significant pioneering in the field of occupational diseases in the title "Exploring the Dangerous Trades."

Hull-House was Dr. Hamilton's base for twenty-two years. It was she who, at an early stage of the first World War, accompanied Jane Addams on her venturesome circuit of the warring capitals in an effort to find clues to a way of peace. This story no doubt will come in later instalments of Dr. Hamilton's series—no less than the story of her backing in 1912 by Julia deKoven Bowen, Miss Addams' long time associate and a major stockholder in the Pullman Company, in challenging the neglect by the management of lead poisoning and other hazards of car construction. Of Mrs. Bowen, who became chairman of the board of Hull-House in succession to Miss Addams, Dr. Hamilton writes in *The Atlantic Monthly* for January that she—

> . . . was one of the earliest friends of Hull-House and is now its oldest friend, for she still guides its destinies when all the others are gone. She was always a prop and a stay to Miss Addams, even when, as in 1917, she did not take Miss Addams' anti-war stand, for her generosity is of the spirit as well as the purse.

It is an open secret that Dr. Hamilton was first choice as successor to Miss Addams, but felt that someone younger should take over. This was Adena Rich, director of the Immigrant Protective Association, with offices at Hull-House. It was perhaps inevitable that in an institution so organic in its make up, a successor who was herself one of the number, should confront difficulties. With courage and initiative, Mrs. Rich carried through the transition period.

Charlotte Carr was Mrs. Bowen's own choice to succeed Mrs. Rich. Miss Carr's background was outside the settlement field. She had been chief of the Labor Department of Pennsylvania under Governor Pinchot, and later was director of unemployment relief in New York City under Mayor La Guardia, when mass unemployment was rife in the '30s. Her staff had run into four figures and she had scored convincingly.

And at Hull-House, Miss Carr put renewed life into working principles that Miss Addams herself had favored. The freedom of neighbors in carrying through their neighborhood activities; the freedom of staff members and residents to participate up to the hilt—in house activities and in the community. Mrs. Bowen and Miss Carr have qualities in common: their downrightness, their practical bent, their high-spiritedness. For five years the teamplay held. Now Miss Carr's resignation marks the parting of the ways. Pending more complete information, Dr. Hamilton's article in the current *Atlantic Monthly* gives us a gauge of the partnership that has gone by the boards:

> Hull-House still lives on, still works along the lines Jane Addams laid down fifty years ago. New features have appeared, some of the old ones have vanished, the old order changeth, yielding place to new, but the spirit remains much the same. Miss Addams always said that, if after she was gone we opposed changes because "Miss Addams never did that" it would mean that a dead hand was crushing out the life of what should be a growing plant. Each generation should approach the problems of its day with fresh ideas, perhaps building on the foundations of the past, but following the lines of its own inspiration.
>
> Under the wise guidance of Mrs. Joseph D. Bowen and the warm and vivid leadership of Charlotte Carr, Hull-House is doing that. It is still a place for experiment in new ways, still a place where problems are studied not theoretically but with firsthand, intimate observation, a place where no one political or religious creed is followed but where all may be discussed under a hospitable and tolerant roof, where the rare gifts of musical and artistic talent which are hidden by poverty can be discovered and fostered, where the young can come for pleasure and the old for comfort.

John B. Andrews, 1880-1943

JOHN B. ANDREWS, executive secretary of the American Association for Labor Legislation, who died suddenly on January 4, was an outstanding leader in the field of social and labor law. Since 1910, when he helped establish the American Association for Labor Legislation, he had striven to bring this country abreast of other industrial nations in safeguarding industrial workers. Through the association, and through the *American Labor Legislation Review*, which he edited, he helped bring to pass the notable advances of the last three decades. For some years Mr. Andrews was a contributing editor of *The Survey*. After the pressure of his other work forced him to break this connection, his teamplay with us continued through his unfailing interest, his quick response to pleas for information or advice, and his occasional articles and book reviews.

Hundreds of federal and state statutes which he helped write into the law books and the life of the nation will be John Andrews' monument. They include provisions for accident compensation, prevention of occupational disease, unemployment insurance, old age pensions, one day of rest in seven, rehabilitation of workers injured in industry, rock dusting of coal mines to prevent explosions, minimum wages, maximum hours of work, effective labor law administration—the whole structure of law and law enforcement designed to protect American workers and their dependents.

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The Social Front

Jobs and Workers

DURING a year of war, man-days of idleness due to strikes in all industry have dropped to the lowest level of the past five years, according to a recent statement of the Office of War Information, based on figures of the National War Labor Board. While the number of men employed in industry has risen from a monthly average of 30,545,000 in 1937 to 36,621,000 for the first ten months of 1942, the average number of man-days of idleness due to strikes has fallen from 2,369,000 to 397,000. For the first ten months of 1942, the average of days lost through industrial conflict was only 28 percent of the average for the last five years of peace, though monthly employment in 1942 was 119 percent of the five-year average. Since Pearl Harbor, the OWI adds, the percentage of time lost in war industry strikes has never risen above one tenth of one percent of the number of man-days worked.

Negro Workers—Slow gains by Negroes in war industry employment is cited as the most significant development of 1942 in a summary of its year's work by the Committee on Discrimination of the New York War Council. The committee stated that Negroes had been taken on in increasing numbers, "not merely for menial custodial jobs, but for the production line, for skilled and semi-skilled work." The report admitted that Negro placements are not yet large. Thus, while Negroes constitute 6 percent of the population in New York City, they represent only one percent of the war workers and, at the same time, over 25 percent of the relief load. The committee believes that manpower demands will aid its efforts to widen the door of opportunity for Negro workers, but adds that "the trick will be to keep it from slamming shut" when the war ends.

The committee has recently issued a report especially designed for employers, labor unions, and others immediately concerned with the question of Negro employment, "How Management Can Integrate Negroes in War Industries," by John A. Davis. Among the findings and suggestions, based on a sampling study in plants where racial relationships are good, are: that most white employes have no objection to working with Negroes; that objections, where they exist, can usually be overcome by tact and common sense; that Negro personnel officers often are extremely helpful; that it is advisable to take on Negro white collar workers simultaneously with production workers; that lack of discrimination by unions is essential to harmony between the two groups; that common use of washrooms and cafeterias is practicable; that the "social problem" seldom is encountered in plants employing both white and Negro workers.

Increased employment of women in war industries has accelerated the training of Negro girls on National Youth Administration war projects, according to a recent NYA announcement. As a result of steadily rising placements, Negro girls are now being trained in machine shop practice, aircraft sheet metal, arc welding, gas welding, aircraft welding, radio, forging, electricity, automotive mechanics, mechanical drafting, woodworking, aircraft woodwork. NYA Negro girl trainees are entering war production jobs in Chicago, Philadelphia, New York, Detroit, Seattle, Columbus, Ohio, and in various other industrial areas. A large number were recently taken on in the Washington, D. C. Navy Yard.

Pension and Bonus Plan—Profit sharing and pension plans with some unique features recently were established by Lane Bryant, a chain of women's clothing stores with shops in New York and in eighteen other cities. Under these plans, a semi-annual share of profits is distributed solely on the basis of length of service. Thus, in a number of instances, shipping clerks and stenographers receive higher bonuses than executives. The first distribution was made in July, the second late in December.

The pension plan, the president of the company states, "begins where the government social security plan leaves off. Under the federal law, when you reach sixty-five you receive 40 percent of the first $600 of your yearly income, plus 10 percent of your income between $601 and $3,000. We start at $601, and hope to pay 25 percent of your average salary from $601 up to $12,000." Eventually, the company hopes to be able to guarantee these payments for life. At present, they are guaranteed only for three years after retirement. To be eligible for full benefits, an employe must be at least sixty-five years of age, and have had at least twenty years of service with the company. Retirement at sixty-five is not mandatory. The pension fund is to be accumulated by setting aside annually 5 percent of gross profits for this purpose. The $12,000 ceiling was fixed in order to prevent a disproportionate pension to higher salaried executives, who will be presumed to have accumulated other resources for their old age.

Hours and Wages—The work week in war industry averaged 45.7 hours in October, according to a late December announcement by Frances Perkins, Secretary of Labor. This compared with 44.6 hours in September, and 45.2 in August, and was a 6 percent increase over October, 1941. Because of labor turnover and absenteeism, these averages are less than scheduled hours, Miss Perkins explained. Thus in October, the average scheduled time was about 48 hours a week. All of the forty-nine durable goods industries reported increases in the number of hours worked. In thirty-nine of these industries, workers averaged more than 44 hours, including five industries averaging 49 hours or more; machine tools (52.5), textile machinery (50.3), engine turbines (49.7), typewriters (49.4), firearms (49).

Average hourly earnings, which include overtime premiums, shift differentials, incentive bonuses, and so on, amounted to 98.8 cents for the durable goods worker, 75.7 cents for the worker manufacturing non-durable goods (chiefly for civilian consumption), and 88.6 cents for all manufacturing wage earners combined. The gain over October 1941 was largest in durable goods, 16 percent. This reflects not only more substantial increases in basic wage rates for this group, but also more overtime worked.

White Collars in Factories—A plan by which more than 100,000 British "black coat" workers are devoting their evenings and weekends to war factory work has proved so successful that Ernest Bevin, Minister of Labour, has announced its expansion. The idea began with a voluntary private enterprise started by Manchester businessmen, who found that a lack of activities on the Cotton Exchange left much idle time for their staffs, which they were eager to keep together. Manchester's example was followed in Birmingham, Liverpool, London, and other cities, particularly in districts where there are war plants situated near large office buildings. Evening shifts from 6 to 10:30 p.m. have been

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organized, and also Saturday and Sunday shifts. In Manchester, weekend shifts of fully employed clerical workers also work in the limestone quarries.

Child Labor Laws— Relaxation of federal and state labor laws for minors under the pressure of wartime labor shortage is being accompanied by provisions safeguarding gains in child labor protection, according to a recent survey by the American Public Welfare Association. The association finds the recent lowering of the age limit from eighteen to sixteen for women working on federal contracts is an indication of the "realistic" view of the problem being taken by the federal government. The new regulation sets an eight-hour limit on the working day, prohibits work between 10 p.m. and 6 a.m., and all hazardous work for sixteen and seventeen-year-olds. The U. S. Children's Bureau also has modified age minimums for certain industries, permitting children of fourteen and fifteen to work in dried fruit sheds during vacation, and allowing those of sixteen and seventeen to work in several lumber processes, but none inside sawmills.

Several states, including New Jersey, New York, and California, grant modifications of state child labor laws only if labor shortage can be proved. Among other safeguards are the requiring of work permits, obtainable only if the applicant is in good physical condition; and the prohibiting of certain kinds of work.

Against Crime

THE high cost of prisons to the community, and the possibility of getting "better results in human salvage at less cost to the state," are explored in a report by the Committee on Youth and Justice of the Community Service Society of New York City. ("Prisons Cost Too Much," by Leonard V. Harrison. Price 10 cents from the committee, 105 East 22 Street, New York.) The study reveals that between 1920 and 1940, New York's total expenditure for prisoners climbed steadily from $3,641,363 to $16,062,025, an increase of 341 percent. In the same period, the number of prisoners rose from 6,692 to 18,196. The committee proposes a two-point program which it believes will check and reverse this trend: first, to make a substantial number of prisoners more nearly self-supporting by transferring them from the comparative idleness of "fortress type" prisons to farms and road camps. The study estimates that 4,000 carefully selected men so transferred could save the state approximately $2,800,000 a year, with "increased efficiency in the restoration of criminal offenders." Second, the committee urges the establishment of a Youth Correction Authority, to which the courts would commit on an indeterminate sentence all convicted youths sixteen to twenty-one years of age, who are not placed on probation, fined, or sentenced to life imprisonment or death. The Authority would provide thorough diagnosis of each offender and carry out training and treatment measures in whatever settings are indicated by the diagnosis. On release, the Authority would be responsible for helping to reestablish a youth in society. A bill to create such a Youth Correction Authority will be reintroduced in the state legislature this month by Senator Thomas C. Desmond.

More Prison Labor— Increasing use of prison labor to aid the war effort by manufacturing articles which private industry is not in a position to supply, was emphasized by Governor Charles Poletti of New York last month, in announcing the two new contracts by the Department of Correction with the War Production Board. Under one, prisoners will make two-piece fatigue suits for the army; under the other, blue chambray work shirts for the navy will be made in prison shops.

Crime in Wartime— A special section of the report of the Committee on Crime Prevention of the American Prison Association is devoted to the question of crime prevention in wartime. The added hazards of wartime as the committee lists them are: fathers and older brothers in the services, and mothers working outside the home; high wages for youth; blackouts; "its general climate of excitement and tension." The committee suggests six "major lines of policy and practice" to meet these hazards, with emphasis on strengthening community crime prevention agencies and projects; "conserving the integrity of the family" through wise manpower allocations; making school curricula "so attractive and exciting as to result in a voluntary reduction in truancy on the part of children"; maintenance of child labor safeguards; and guidance for young wage earners in budgeting, spending, and investing their earnings; "wholesome sublimatory outlets for girls and youths."

Treatment Programs—Principles, methods, and results of their treatment programs, as reported by seventy American training schools during June-July, 1942, are summarized in a report prepared by Stephen Habbe, at the National Training School for Boys, Washington, D. C. The study was sponsored by the U. S. Department of Justice and the U. S. Public Health Service. The summary is based on replies to a detailed questionnaire, with schools in thirty-nine states and the District of Columbia participating in the study. "Treatment" was considered broadly. As Dr. Habbe states it: "What, we asked, were the schools doing besides watching, feeding, clothing, and sheltering the youth entrusted to their care? Special attention was directed to programs in the field of mental hygiene."

Concerning Children

A STATEWIDE study of juvenile delinquency is in progress in New York, under the direction of the commissioner of social welfare. Records show a delinquency increase of 22 percent over the normal for the first six months of 1942. There is an increase in cases of child neglect of 39 percent, and a 33 percent increase in the number of first admissions of children to foster care. As part of the study, Commissioner David Adie has been conducting hearings in thirteen war industry areas, to which are invited health, welfare, police, and school officials, and also representatives of industry, business, social, fraternal, and religious groups in the community. The investigation already has revealed that, in many cases, parents are consciously or unconsciously failing to maintain their usual standards, safeguards, and supervision, and that juvenile delinquency is resulting from this lowering of the level of family life.

St. Louis Program—In St. Louis, Mo., a Metropolitan Bureau for Wartime Child Care is planning for the organization of child care centers. This cooperative venture hopes that there may be fifteen day care centers in the city and county by January, and to increase that number threefold within six months.

Last summer a special day care committee of the Social Planning Council of St. Louis and St. Louis County made a "quick survey" of the school population to determine how much day care is needed, which districts in the metropolitan area are most affected, and the kind of day care already improvised by working parents. The sampling of more than 5,000 families in which the mothers were employed contained 10,426 children, 1,282 under five years of age, 5,507 between the ages of six and eleven, and 3,637 of twelve and over. Only one tenth of one percent of these children were in day nurseries or nursery schools. For the rest, one third were being cared for under satisfactory arrangements, one third under doubtful arrangements, and one third under unsatisfactory arrangements.

The study revealed the need for a variety of services, including a recreational program in out-of-school hours for children of school age; for children between two and six, day nursery or nursery

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school programs; for children under two, "only care provided by the mother herself or by a foster mother in a private family setting is satisfactory." Special provision must be made for children with health or behavior problems. The special day care committee holds that "mothers of young children should be discouraged from seeking employment, and that industry should be induced to recognize this principle by drawing upon this group only as a last recourse."

Grants for Child Care—Plans for child care services for children of working mothers in three states were approved last month by Paul V. McNutt, director of the Office of Defense Health and Welfare Services. The three states are New Jersey, Missouri, and North Carolina, and the authorized grants total $10,270 to help in carrying out the plans. The grants come from an emergency fund alloted to ODHWS by the President for this purpose. New Jersey will use its grant to employ field representatives of the state department of institutions and agencies to assist local defense councils in organizing and developing adequate child care programs. In New Jersey there are 140,000 women working in war industries, with 130,000 more to be employed within the next few months. Missouri will employ two day care consultants. One will work in St. Louis County, the other in the state at large. In North Carolina, school funds cannot be spent for children less than six years of age. The state superintendent of public instruction requested federal grants to initiate and carry on extended school services, nursery schools, and similar activities for pre-school children of working mothers. Existing child care facilities have been initiated by mill owners, private donors, or the WPA.

About Group Work

A NEW stepping stone of cooperation in program planning among agencies serving groups of youth apparently has been reached as a result of a conference of representatives of national youth serving agencies called last September by the U. S. Office of Education to consider the then newly announced High School Victory Corps. Chief by-product of that conference was the formation of the Joint Committee of Youth Serving Agencies, representative of eleven organizations: The American Junior Red Cross, the Boy Scouts of America, the Boys' Clubs of America, the Camp Fire Girls, the Girl Scouts, the International Council of Religious Education, the Youth Department of the National Catholic Welfare Conference, the National Federation of Settlements, the National Jewish Welfare Board, the Young Men's Christian Associations, the Young Women's Christian Associations. Since its first meeting, the committee has been working on a statement of youth's needs in wartime, which is expected to be released soon.

In the meantime, it has issued a memorandum in relation to the High School Victory Corps containing among other suggestions the following recommendations: that the new program should not interfere with essential youth activities; that the major national youth serving agencies be consulted on qualifications of the corps' state and local advisory board members; that the Office of Education emphasize the advantages of having local school authorities work closely with recognized community coordinating bodies; that the Office compare its plans with the experience of the British Youth Committee and Youth Service Corps.

The memorandum commended the original plans for the corps in several respects, among them: the salutary effect on the morale of youth expected from an opportunity to participate in the war effort; the fact that the plan is conceived of as a framework of action rather than a program to be followed in every detail; its voluntary character, both from the point of view of the local school authority and the individual student; its recognition of the vital role of established youth-serving agencies and programs; its provision for broad community sponsorship and participation.

Working with Boys— The characteristics of boys between nine and twelve years of age, the kind of group activity they want, the type of leader most satisfactory for them, are all subjects of discussion in the recently issued "Y Boys Clubs," by Abel Gregg and Ruth Layton. Written as a manual for supervisors and leaders of the Gra-Y and N-Y clubs (YMCA sponsored grade school and neighborhood boys clubs), the booklet contains advice on organizing a club, framing a constitution, program planning, building a ritual, club evaluation. Price 50 cents from the Association Press, 347 Madison Avenue, New York.

Pre-Service Training—Last month, the Boys' Clubs of America announced a Pre-Service Training Plan for boys over fourteen to give them "the physical fitness and the skills upon which not only their efficiency as soldiers and sailors will depend, but also their individual survival." Local posts of the American Legion—which has endorsed the plan—will assist in carrying out the program. Under the plan, Boys Club equipment—gymnasiums, swimming pools, mechanical shops, trained leaders—will be made available to any boy in the community who becomes a member of the Pre-Service Training Corps. The program will include physical fitness activities as well as instruction in military swimming, life saving, first aid, and in mechanical and technical skills in fields such as motor mechanics, electricity, radio, pre-flight aviation, code. The instruction and activities will be geared in closely with the program of the High School Victory Corps, with which a plan for the interchange of credits has been arranged. Medical examinations will be available for all, with provision for correction of specific defects.

Work Book— No volume to be put away on the shelf after one reading is "In Wartime and After," a summary of the proceedings of the forty-eighth conference of the Association of Secretaries of the Young Men's Christian Associations of North America, edited by Paul M. Limbert. More than a conference report, it contains specific suggestions for staff study which should be useful not only to YMCA's but to all other agencies serving a community, particularly those in the recreational field. While based mainly on speeches and work group reports presented at the triennial conference in Cleveland last May, the book also contains material sent in by "Y" staffs unable to have representatives at the conference. It is divided into three main sections: a summary of social forces and trends; a view of the wartime responsibilities of YMCA secretaries; a discussion of professional selection and training. According to its editor, the book has been designed "not so much to record an event as to provide resources for further study and action on the part of members of the Association profession." Price $2 from the Association Press.

Participation—Boys of all ages are participating in the war effort, according to the results of a wide survey based on individual interviews made recently by the research and statistical service of the Boy Scouts of America. The survey indicated that Boy Scouts were participating to a greater extent than non-scouts, their rate of performance in thirty-six war-connected activities being 25 percent higher than that of the non-scouts. The interviews showed that most of the boys felt that their wartime jobs were not "big enough," and wanted opportunities to perform services usually reserved for older persons, such as assistant firemen, assistant police, air raid wardens, messengers, plane spotters, factory and farm helpers.

Boy concern about "what might hap-

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pen here" was more evident in urban centers and near war industry plants than in other localities. The boys were also tested on their ideas on the duration of the war, the degree of tolerance toward foreign-born people in America, the everyday meanings of the democratic system. On the whole, they possessed a mature attitude toward wartime—that it is not fun time. Many of them are troubled about the larger issues—"When will the time come when we will be free of wars? Why do we get into wars when most people want to stay out?"

Details of the survey are described in a special supplement of *Scouting for Facts,* bulletin of the research and statistical service of the Boy Scouts of America, 2 Park Avenue, New York.

Housing

SHALL public housing tenants whose incomes suddenly rise above the limits set for these housing projects be forced to give up their present homes? Local housing authorities around the country are dealing with the problem in various ways. Thus Chicago has adopted a flexible scheme, raising eligibility limits and establishing new rent schedules which reflect the individual family's increased ability to pay. Up to a point where families can afford an economic (profit) rent, they may remain in the project by meeting a rent fixed in relation to their incomes. New York has raised permissible income limits in all projects to $2,200, allowing a three months period of grace in case conditions change, and has made certain minor deductions and allowances. The whole problem is presented by the Philadelphia Housing Authority (a follower of the graded rent plan) in an illuminating booklet entitled, "Rents—What You Should Know About New Rents and Income Limits in Low Rent Housing Projects."

Before fixing a policy, it is generally agreed authorities should consider such questions as the availability elsewhere in the city of good accommodations at reasonable rents, the permanence of war boom incomes, the effect on community morale inside and outside projects of "evictions," the possibility that the fear of having to move out may keep women residing in projects from accepting war jobs.

Rent Control—In mid-December came the first announcement of nationwide action by the Office of Price Administration against landlords charged with violating federal rent control regulations. Some sixty to eighty individuals are accused of charging tenants rents higher than the law permits, of discontinuing essential service to tenants (lighting, heat, gas, or water) formerly included in the rent, of evicting tenants in order to lease to new occupants at a higher rent, of filing false registration statements, or failing to file registration statements with OPA.

Previously OPA had warned tenants to be on guard against clauses in leases designed to circumvent federal rent regulations. It had warned landlords that while an easing up in certain aspects of management is now allowed, this is not to be taken as an indication that rent control is being relaxed but merely as recognition of wartime conditions. All equipment must be kept in good repair and essential services provided, Paul Porter, chief of OPA's rent division, told the National Association of Real Estate Boards in no uncertain terms.

In Lieu of Taxes—All federally owned or assisted war housing and public housing projects are now making payments in lieu of taxes to the local political subdivisions in which they are located, under an amendment to the Lanham War Housing Act. This legislation authorizes the payment of an amount substantially equal to normal taxes—less deductions in cases where certain municipal services are not supplied by the locality—on all federally owned war housing, permanent or temporary. In the case of war housing owned and operated by local authorities but built with funds from pre-war appropriations for low rent local housing, payment is to equal normal taxes, or as nearly equal them as the project finances permit. More liberal tax payments than in the past from low rent slum clearance projects are made possible.

NAHO—If you want to take a short but authoritative course on public—especially war—housing, ask the National Association of Housing Officials (1313 East 60 Street, Chicago) where and when their next regional conference in your area is to be held. Typical of such conferences was the December meeting in New York City, attended by some five hundred official and unofficial housers from New York, Pennsylvania, and New Jersey. Discussion topics included public housing in wartime, war housing centers, FPHA's manager training program, community life in war housing, dormitories and trailers, management aspects of design. With practically all sessions crowded to "standing room only," the liveliest program was on war housing centers [see *Survey Midmonthly,* November 1942]. The discussion focused on the place of the local housing authority in this sphere. Representatives of local authorities protested because authorities were not designated to head up the new centers. Federal and regional officials maintained that the war centers actually are an extension of the National Housing Agency into the field, that they are concerned strictly with a war problem, and deal extensively with privately owned real estate and conversion problems, and hence that authorities *per se* are not necessarily the appropriate agencies to operate the program. The discussion highlighted the need for the adoption of and adherence to a more clear-cut policy as to federal-local relationships and responsibilities, and above all for careful interpretation of policy to meet changing needs.

In Print—The results of the first nationwide public opinion survey in the field of planning, especially urban planning, are contained in a 78-page publication, "Urban Planning and Public Opinion." Price $1, Bureau of Urban Research, Princeton University. . . . The Regional Plan Association of New York has published its third report on the development of the physical aspects of the New York - New Jersey - Connecticut - Metropolitan region. Price $1.50, from the association, 400 Madison Avenue, New York. . . . The National Committee for the Housing Emergency, 512 Fifth Avenue, New York, has broadcast "A Series of Recommendations for Government Policy on Housing for Negro War Workers." NCHE maintains that local attitudes must not be permitted to interfere with the provision of housing essential to war workers' efficiency and morale.

Professional

IN an effort to promote a citywide mobilization of social workers for volunteer services in those areas where they may be needed, the New York City branch of the Social Service Employes Union with other unions which include social workers in their memberships, has entered into joint discussions with the local Civilian Defense Volunteer Office. Plans are to place thousands of skilled workers, willing to contribute their services to the "home front" beyond their regular working hours, at the disposal of agencies interested in expanding and supplementing their programs in the light of present needs.

In announcing these plans last month, the SSEU issued a memorandum calling for greater coordination of effort within the city to meet the health and welfare needs of the community. Though it commended the Mayor's Committee on the Wartime Care of Children as a forward step, it pointed to the further need of coordination and mutual planning in the following areas: other problems relating to children, such as delinquency, health, recreation, participation in the war effort, adult education on children's problems in wartime; the use of health, welfare and recreational services on a factory and office basis; the use of organized health and welfare services in

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connection with community civilian defense programs; the extension of such services in connection with the problems relating to the selective service system; the use of professional skills and services to increase the participation of aged and handicapped persons in the war effort.

In order to effect such a coordinated program, the memorandum called for a conference of agency board members, appropriate city officials, representatives of coordinating groups, and representatives of unions of employes of social and health services. It also suggested five steps toward coordination which could be taken by a central planning body: determination of community health and welfare needs through consultation with labor, industry, and other groups; estimation of the present personnel, facilities, and finances available to meet such needs, and the planning of ways to increase such resources; the devising of plans to eliminate turnover, competition for skilled workers, unsatisfactory wages and working conditions; exploration of means for pooling resources and omitting duplication and overlapping of effort; decision on the most suitable methods of financing such services.

At the Schools— In cooperation with the Division of Mental Hygiene of the Indiana State Department of Welfare, the Indiana Training Course for Social Work this month inaugurated a course in psychiatric social work, open to persons who have completed at least a year in social work training. Though the course was established primarily to train social workers for positions now available in the State Department of Welfare, it is expected to be useful in helping workers become qualified for openings in the American Red Cross and other war services as well as for "normal" positions requiring psychiatric knowledge. . . . During the past semester, the New York School of Social Work has adjusted its program to the new demands of the war situation in several ways, among them the enlarging of its full time student body from 275 to 300 and the organization of additional field units. The new units are located in the New York County offices of the American Red Cross, the Children's Aid Society, the Division of Dependent Children of the New York City Department of Welfare. The school also arranged for field work practice in war agencies, such as the USO and the Red Cross, for students of its newly established part time courses for volunteers.

Suspended—Because of financial insolvency, the periodical *Social Work Today*, founded in April, 1934, has suspended publication. A newly formed Committee for the Support of *Social Work Today* is inviting the magazine's former readers and friends to help devise plans for developing other means of expression of the professional and social concepts on which the magazine was based and explore possibilities for regular publication on a new financial basis sometime in the future. Services now under consideration are the conducting of forums and the publication of presubscribed pamphlets or bulletins. Chairman of the committee is Robert M. Dolins, also chairman of the organization's board of directors. Secretary-treasurer is Bertha C. Reynolds.

Frank C. Bancroft, who for five years was managing editor of *Social Work Today*, is now a member of the public relations department of United Seamen's Service. Abram Ginnes, formerly business manager, is trade union director for New York City, Russian War Relief, Inc.

Contest for Case Workers— A competition for practitioners in the field of social case work is announced by *The Family*. Case workers who have had not more than seven years of experience, exclusive of field work in a professional school, are invited to submit articles on "some aspect of case work, using the content of actual case records as supportive material." Articles must be not more than 5,000 words in length, and permission for the use of case material must be secured from the agency in which the case work was done. The three winning articles will be published in *The Family*, with awards of a five-year, a three-year, and a one-year subscription to the magazine for papers rating first, second and third. The judges will be members of the editorial advisory committee of *The Family*. The contest closes April 12. Further details from the editorial office, 122 East 22 Street, New York.

For Undergraduates— In an effort to attract more college graduates to a career of social work, particularly in the field of public welfare, the Committee on Training for Social Work, set up nearly a year ago by the Indiana State Board of Public Welfare, has formulated a policy for the beginning of social work training at the undergraduate level. On the basis of this policy, the committee has been offering suggestions to educational institutions at a series of conferences with representatives from the colleges throughout the state. The committee has been urging the schools: to announce social work as a field of study in their catalogues; to provide a consultant equipped to advise students interested in entering the field of social work; to provide a functional major in social work on an undergraduate basis, incorporating courses in the fields of political science, economics, psychology, and sociology; to maintain a continuing relationship with the State Department of Public Welfare through a joint committee representing the social agencies and the undergraduate schools. Specific social work courses recommended for the undergraduate major were Fields of Social Work, History of Social Work, Community Organization of Social Agencies, Introduction to Case Work, Field Observation. Plans are under way in several institutions to begin such training in the coming semester. From the beginning, the committee has emphasized that the purpose of such a program is not to discourage graduate training but rather to interest young persons in social work at a time when they are planning their careers.

News Letter— The Missouri Association of Social Welfare last month issued its first monthly News Letter which is replacing the more formal bulletin, *Building a Better State*, which has been temporarily suspended because of financial difficulties. Purpose of the letter is to provide a channel for the exchange of information and ideas among the association's regional and local chapters. Its editor is Ann Howard, the association's new executive secretary.

People and Things

AMONG the latest of social work organizations to turn to radio is the Federation of Protestant Welfare Agencies, New York City, which last month inaugurated a series of dramatizations of case histories over Station WMCA. Title of the series is "Miss Jones of 22nd Street," with Charlotte Demorest playing the part of the social worker, Miss Jones. Accompanying the dramatizations are talks by guest speakers, among those who have appeared so far being Mrs. Franklin D. Roosevelt, James Montgomery Flagg, Lillian Gish and Jessie Royce. The federation is also sponsoring a series of interviews of prominent persons over Station WQXR.

Survey Alumna—An important part of *The Survey* is now in the office of the Federal Public Housing Authority, Region VI. Though Ruth Dodge Mack has left us to become adviser on project services, we shall feel, always, that she belongs to us. For almost eight years she traveled about the country as our field representative, making *The Survey* magazines an integral part of national, state, and local conferences by her intelligent presentation of the things *The Survey* stands for. Her warm personality, her gift for understanding people, her quick smile won countless friends among social workers, from Washington, D. C., to the grass roots—not only for *The Survey* but for herself. A good editorial scout, she brought back to those

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of us bound to our desks, vivid reports of people she met, ideas, activities, and plans in the making. Because of all these things she has meant to us, we know how fortunate the FPHA is in securing her services, and the skill and imagination she brings to her work.

War Jobs—One of the first persons to be called to aid former New York Governor Herbert H. Lehman in his new task as Director of Foreign Relief and Rehabilitation is William Hodson, who has been granted a two months leave of absence from his job as New York City Commissioner of Welfare. At this writing no announcement has been made as to the nature of Mr. Hodson's duties, with the exception of a statement that he is to undertake a "confidential mission," for the director. Prior to his nine years of service as New York's Welfare Commissioner, Mr. Hodson was for nine years director of the Welfare Council of New York City. He went to the council from the Russell Sage Foundation where he was successively director of the division of child welfare legislation and of the department of social legislation.

Helen Harris, who for four years was administrator of the National Youth Administration of New York City, was last month appointed by New York's Mayor La Guardia as executive director of the Mayor's Committee on the Wartime Care of Children. Before her association with the NYA Miss Harris was for eight years head worker of the Union Settlement in New York. . . . Cuyahoga County (Ohio) and the city of Cleveland have drafted Leonard Mayo, dean of the School of Applied Social Sciences, Western Reserve University, to serve as their director of civilian mobilization. . . . Dr. Genevieve Chase, national chairman of the personnel committee of the Girl Scouts, last month was named chief of the employe service section of the Office of Emergency Management, with headquarters in Washington. In her supervision of the "adjustment and health" of 7,000 employes of twelve agencies of government, Dr. Chase will endeavor to devise a program that will serve as a pattern for employes of the army and navy and other federal agencies.

Changes—After nearly ten years of carrying administrative responsibility for the welfare program in the state of Oregon, Elmer Goudy has resigned from public life to enter private business. His former position as administrator of the Oregon Public Welfare Commission is being filled by Lola Howard, formerly director of social work for the commission. . . . Bertha C. Reynolds, well-known authority on the theory and practice of social work, has joined the staff of the School for Democracy in New York. Beginning this month, Miss Reynolds is to conduct a course entitled "Social Work Today." . . . Mary Dublin who has been serving the Office of Civilian Defense as head of the division of surveys and information retired to private life the first of this month. . . . Last month, Arthur J. Altmeyer resigned as executive director of the War Manpower Commission in order to devote full time to his duties as chairman of the Social Security Board. Arthur S. Flemming, a member of the commission, is now serving as its executive director. . . . After thirty-one years as president of Bethune College, of which she was the founder, Dr. Mary McLeod Bethune has resigned and has been made president *emeritus*. Named as her successor at the Daytona Beach institution is James A. Colston, director of Ballard College, Macon, Ga. . . . New on the staff of the mental hygiene division of the U. S. Public Health Service in Washington, D. C., is Raymond G. Fuller, director of various social welfare research projects and author of "Child Labor and the Constitution," which he prepared under the auspices of the National Child Labor Committee. . . . Dr. H. E. Kleinschmidt, formerly national medical director for the National Tuberculosis Association, has joined the staff of the American Red Cross. He is serving in an advisory capacity to the manager of the North Atlantic area. . . . The Red Cross has lost its Arizona field representative, William Wilkinson, to the U. S. Navy. . . . Another ARC change has made Richard Raymond director of personnel management, Services to the Armed Forces, National Headquarters, replacing Austin Thompson, now administrative assistant of the eastern area of the Services to the Armed Forces.

THE PAMPHLET SHELF

Health

VITAMINS FOR HEALTH, by Henry Borsook and William Huse. Public Affairs Pamphlets No. 69. 32 pp. Price 10 cents, from Public Affairs Committee, Inc., 30 Rockefeller Plaza, New York.

Information on vitamin requirements, the value of synthetic vitamin products, the vitamin content of natural foods.

VENEREAL DISEASE CONTROL AS PART OF WAR EFFORT, by Herman Goodman, M.D. 30 pp. Single copy free, from the Medical Lay Press, 18 East 89 Street, New York.

Suggestions for strengthening the venereal disease control program.

EDUCATIONAL QUALIFICATIONS OF INDUSTRIAL HYGIENISTS. 4 pp.
EDUCATIONAL QUALIFICATIONS OF NUTRITIONISTS IN HEALTH AGENCIES. 4 pp. Both reprinted from *American Journal of Public Health*. Single copies free, from American Public Health Association, 1790 Broadway, New York.

Short reports to raise and stabilize the educational standards of public health personnel.

MEDICAL CARE IN INDUSTRY, by Franz Goldmann, M.D. 17 pp. Reprinted from *Medical Care*. Single copies free, from the Committee on Research in Medical Economics, 1790 Broadway, New York.

Industrial plans providing medical service for employes and their families, with an explanation of their problems of administration and organization.

Miscellaneous

CASE WORK SERVICE FOR UNMARRIED MOTHERS, by Ruth F. Brenner. Reprinted from *The Family*. 16 pp. Price 20 cents from the Family Welfare Association of America, 122 East 22 Street, New York.

The readable and professionally informative report of a seminar of the St. Louis Children's Aid Society and the St. Louis Provident Association.

DISCRIMINATION, INCORPORATED, by Frank R. Crosswaith and Alfred Baker Lewis. Social Action Series. 40 pp. Price 15 cents from The Council for Social Action of the Congregational Christian Churches, 289 Fourth Avenue, New York.

A statement of the "Negro problem" with emphasis on wartime efforts to remedy "a gross injustice," and an outline of what "each of us can do."

THE EVOLUTION OF CHINESE SOCIAL THOUGHT, by Chieng Fu Lung. 40 pp. Price 40 cents from the University of Southern California Press, Los Angeles.

An outline of the four main schools of Chinese philosophy from Taoism to Sunyatsenism, the time span from long before the Christian era to the present century.

HARRY L. GLUCKSMAN MEMORIAL LECTURES. 24 pp. Free from the Harry L. Glucksman Memorial Committee, 220 Fifth Avenue, New York.

Three outstanding addresses made by Rabbi Edward L. Israel, Prof. Morris R. Cohen, and Frank L. Weil at the 1941 meeting of the Jewish Welfare Board. This is the third brochure issued by the committee.

PRISONERS OF WAR, by Clarence Richard Johnson. 40 pp. Price 40 cents from University of Southern California Press, Los Angeles.

A study of the social psychology of men captured or interned during the first World War. Much of the data were gathered by the author first hand in camps in France and Switzerland.

ECONOMIC NATIONALISM IN LATIN AMERICA, by Richard F. Behrendt. 22 pp. Price 20 cents from the School of Inter-American Affairs, University of New Mexico, Albuquerque.

The first of a promised series of short papers bearing on Latin America and cultural relations in our own Southwest.

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Readers Write

Survey Gremlins

TO THE EDITOR: We have observed with a certain amount of surprise that the December *Survey Midmonthly* refers to Willard Solenberger as "chief of public relations, Russell Sage Foundation." I am afraid the Pennsylvania Department of Public Assistance would not like to have us steal their Mr. Solenberger, and perhaps a brief note of correction might be desirable.

Possibly *Survey Midmonthly* is psychic in one respect. It is a fact that we are now putting into type a book by Harold Levy entitled "A Study in Public Relations" which surveys the work of Mr. Solenberger and others in the Pennsylvania Department of Public Assistance. It probably will be ready in February (free adv.). F. E. ANDREWS
Russell Sage Foundation

EDITORS' NOTE: We don't know whether apologies are in order or not, or if so to whom, but we do acknowledge the mistake. The only explanation we can offer is that this office must have been the temporary abode of a grounded Gremlin.

Another Gremlin, for whose activities in the same issue we must also apologize, caused us to credit the review of Wilford M. Aikin's book, "The Story of the Eight-Year Study" to Dr. A. Louise Brush rather than to V. T. Thayer of the Fieldston School, New York.

The NIB and the Chests

TO THE EDITOR: *The Churchman* for November 15, 1942, carried an unsigned statement violently attacking the National Information Bureau. Reprints of this editorial have been received through the mail, with no explanatory comment, by large numbers of social workers throughout the country.

Replies to such an attack should naturally be sent to the publication in which the attack appeared. I have sent my own reply to the editor of *The Churchman,* who may or may not print it. Even if he does, it will probably not come to the attention of most of the social workers who were favored with the special mailing. This latter circumstance is my reason for asking space in your columns for the substance of what I have sent to *The Churchman.*

In part overtly, in part by indirection, the statement charges the NIB, and/or its executives, with incompetence, foul play, false statement, un-American procedure, bad faith, presumptuousness, clandestine and devious methods, and the causing of whispering campaigns. For good measure, two paragraphs sideswiping Community Chests are thrown in, and the NIB is somewhat timidly accused of being an "unhealthy front" for such Chests throughout the nation.

These are all shotgun charges. No single instance is cited in which the NIB is alleged to be guilty of one or any combination of the offenses named.

No one familiar with the work of the NIB, or acquainted with its executives, will be taken in by all this. It is plain as a pikestaff that somebody's ailing ox has been gored, and that the owner of the ox, eager to wound the NIB but unwilling to strike cleanly in the open, is resorting to methods of smearing that are happily self-revealing and hence self-defeating.

When the author of this statement makes definite, precise accusations, which interested persons can examine on precise and definite grounds, he will have taken the first step towards proving his own good faith and establishing a claim to be listened to.

Executive Director ROBERT P. LANE
Welfare Council of New York City

A Counter Campaign

TO THE EDITOR: Voluminous news reports have made us all conscious of the anti-Semitic incidents in European countries that have formed the focal point for the extended intolerance to other groups. Yet, to what degree are we aware of that threat to democratic principles in the United States? It is not necessary to engage in research or read a scholarly dissertation to have knowledge of the anti-Semitic sentiment within our nation. With recognition of this slow poison that threatens to infect our way of life should come the end of passivity by intelligent citizenry. Every individual should assist in a universal educative movement to enlighten the ignorant—and by the ignorant I do not mean persons who lack formal schooling. Among too many of the so-called learned there are the indoctrinated disciples of racial hatred. It even exists among many of the clergy—whose mission in life is an antithesis of such dissemination—who have carried over the prejudices of their earlier life as laymen. It is freely expressed by other professional groups, who have become victims of subtle propaganda as easily as the less privileged. The teacher, the social worker, the doctor, all are guilty, and because of the wide influence of their opinions their prejudices are the most destructive.

Let us list the commonest anti-Semitic accusations that are loosed in everyday conversations:

The Jews control the wealth and business of the country.

The Jews are commercially clannish and refuse to trade with Christians.

There are too many Jews in this country.

The Jewish émigrés have been entering the United States and supplanting Christian citizens in jobs.

These insidious untruths must be replaced by enlightened thinking and nice analysis. When it is known that only about 5 percent of all in the United States corporations have directors of the Jewish faith, it becomes obvious that the Jews could not satisfy their essential needs by purchasing solely from Jewish merchants. Out of a total population of 130,000,000 in the United States, only about 5,000,000 are Jewish. Of these fewer than 200,000 are recent refugees.

It is time to step forward with appropriate schedules to counteract anti-Semitism—schedules to comprise a campaign by word of mouth, journalism, and all available means of publicity. In the public schools, the thesis of tolerance should be incorporated in every class in social studies. Perhaps it is too much to expect to dissolve ingrained hatreds among mature persons, but we can hope to arrest the cancerous growth until the brighter goal becomes visible. Each of us should begin today to instruct the prejudiced as diplomatically as possible on every possible occasion. The need is imperative, for the toxin of tyranny can potentially destroy the nation, and all of us who are a part of its privileges and freedom. CORP. EDWARD MONAHAN
Camp Lee, Va.

The Chests' Dilemma

TO THE EDITOR: Impending starvation would certainly justify the killing of the "goose that lays the golden egg," but it is a curious activity for a War Chest. The Chests are not being wilfully destructive, but they face a dilemma because their mechanisms are actually preventing large numbers of people from giving away their own money.

The Chests have become convinced, through long experience with a predominantly American and privileged constituency, that their contributors want to be protected from a multiplicity of appeals. They recognize that most people do not give as much as they can afford without some pressure and in order to make giving as productive and at the same time as painless as possible they campaign only once a year.

This procedure has worked out very well until recently. But with the inclusion of foreign war relief agencies in the War Chests an unforeseen situation has arisen. Large groups of foreign-born citizens who have not participated in community planning have for the first time become Chest conscious. Many of these people are new citizens who retain

(Continued on page 32)

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Book Reviews

Techniques for Placement

THE DYNAMICS OF VOCATIONAL ADJUSTMENT, by Donald E. Super. Harper. 286 pp. Price $3, postpaid by Survey Associates, Inc.

IN this very readable volume the author sets forth a much broader conception of the factors involved in vocational problems and the procedures demanded for solving them than has been done by other contributors in the field. He points out that differences in emphasis still cloud somewhat the progress of organized effort in the establishment of techniques to be used in guidance clinics. He discusses both subjective and objective methods of approach and attempts to integrate the several existent viewpoints, albeit in a cursory and abbreviated fashion. He would have us realize that guidance is not a simple process, that only through a practical analysis of each person can the most effective methods be determined. It is regrettable, therefore, that the results of his own rich and varied experience are not given in greater detail. Such illustrations as he does present are enlightening and helpful.

He reminds us that human needs are far too often overlooked—such needs as a well-defined status, motivation, the perfection of skill. In the excellent chapter entitled "The Hazards of Unemployment," he advises the unemployed person to devote his energies to job-getting and to retraining courses, since leisure time activities, so frequently lauded in times of depression, are not sufficiently satisfying to keep up the morale of an individual during enforced idleness. The fifteen chapters offer many constructive suggestions and should be especially helpful to those engaged in handling problems of guidance and placement. They will be of interest, too, to social workers eager to help young persons find work suited to their capacities.

EMILY THORP BURR
Vocational Adjustment Bureau

Current Views on Personality

FOUNDATIONS FOR A SCIENCE OF PERSONALITY, by Andras Angyal, M.D. Commonwealth Fund. 398 pp. Price $2.25, postpaid by Survey Associates, Inc.

THE author presents a systematic, well developed organization of current views of personality. It is a restatement of the holistic concept based upon the integration of the personality. Dr. Angyal reflects the current trend to unify personality by drawing upon all collateral sciences.

A change of terminology is reflected, rather than a change of idea. The ego phase of the personality is represented by a "trend towards increased autonomy," while the herd instinct of Trotter reappears as "a tendency towards homonomy." Life processes are again identified as a ratio between the drive of the organism and the influence of the environment. Thus the personality biologically strives aggressively for increased power while at the same time it expresses the tendency of human beings to share and to participate in, to fit into and to conform with, superindividual categories."

While the author suggests that he is employing logical new tools he is only providing the concept of systems of varying types of order in a field. He thus presents the total personality organization "as a hierarchy of systems" whose dynamics originate in "the laws concerning the range of variation of positions in a system, the continuity of action in a hierarchy of systems, and the setting and shifting of systems." The life history of the patient emerges as his evolution in a time dimension, and is somewhat pedantically referred to as "the result of an interplay between holistic self-evolution and chance occurrences in his environment."

Fortunately there is excellent appreciation of the data offered by what he terms "the segmental sciences" such as physiology, psychology, and cultural anthropology. He indicates the degree to which they fit into the holistic theory. Culture is regarded as corresponding to the concept of the super-ego.

He rejects the idea of carrying concepts as individual and environment from the segmental sciences, because he prefers such dynamic terms as "autonomous" and "heteronomous" and "determination." These, in interaction, are responsible for other life processes, arising from within and without the body. Stress is placed upon tension from subject-object relationships, attitudes as "axioms of behavior," with due recognition of the distinctions between the biologic subject and the psychological self.

Fortunately the author recognizes that his terminology "is perhaps not always a happy one." This results largely from an effort to create a new science when he is really gathering together a number of loose ends long recognized as playing a part in the integration of normal personalities and in the interferences with integration that constitute abnormalities. Thus the various antitheses, nature and nurture, biology and sociology, constitution and environment, physiology and psychology, subject and object, tension and release, drive and attitude, personal and social, stimulus and response, part and whole, Gestalt and behaviorism, are all present as well as means and end, frustration and adaptation. Considering the course of life as Gestalt one appreciates the complications of holistic evolution and chance, but this does not enable one to be more clear concerning the nature and function of the personality.

Dr. Angyal does not simplify matters but tends to clutter his own system by somewhat cumbersome language. Nevertheless he offers a useful exposition to those unfamiliar with the effect of life upon the living. He helps those who only regard persons as a part of their cultures. He can serve those who do not see the reversible actions that go on between the individual and his environment, and their special effects upon personality.

New York IRA S. WILE, M.D.

Rural Youth Project

WORKING WITH RURAL YOUTH, by Edmund deS. Brunner. American Council on Education. 113 pp. Price $1.20, postpaid by Survey Associates, Inc.

THIS book is an evaluation of the rural project of the American Youth Commission. The purpose of the project was to conduct a number of demonstrations throughout the nation showing how existing agencies could jointly undertake a program to alleviate some of the more serious conditions confronting youth in rural areas in the 1930's. By granting small subsidies and by furnishing supervision through project leaders, the American Youth Commission set up a number of demonstrations, most of them on the county basis. Professor Brunner has given us a very interesting and constructive criticism of the project—one that should be read by all professional youth workers.

The descriptions of difficulties encountered by project workers are some of the most interesting pages in the book. Interagency competition and jealousy were apparently the greatest handicaps. "Most important among these (obstacles inherent in the project) was the competition among and often conflict between existing agencies, usually most severe at the state level."

The project placed emphasis upon the assumption of responsibility for direction of the program by local agencies and youths themselves. Usually the response to this democratic procedure was good, but in some places it delayed local programs and even prevented them from starting. "It was not easy to convince people that the rural project of the American Youth Commission had no 'program to put across'. Youths themselves were sometimes so used to dictation or adult suspicion that they were incredulous or even suspicious, and hence seemingly uninterested, when efforts were made to have them assume leadership or direction. They and many local leaders were so accustomed to agency programs set up for the state as a whole and

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pushed 'into local situations', as one leader said, that they were not sure how to take hold when offered the opportunity."

One of the limitations of this experiment was that it had a life span of but thirty months before the support of the American Youth Commission was withdrawn and war activities drew many of the young people away from their communities. The migration away from rural areas has been tremendous. One county in Ohio reports that three fourths of the young men between twenty and thirty years of age living in the county in the spring of '40 had left for the army or industrial areas by the summer of '42. However, the commission's two and one-half years experience in organizing rural youth programs will be a valuable backlog when urban unemployment again stops the migration to the cities and throws young people back upon the resources of their home communities.

Readers entirely unfamiliar with the project may find it a little difficult to acquaint themselves quickly with the manner in which the project was organized and promoted. There is a good description of the work that was carried on in Georgia, but this reviewer is under the impression that the Georgia experiment is the pride and joy of the project workers rather than a representative sample. The inclusion of a description of a typical county rural youth program would have given additional significance to the evaluations of the author.

Cornell University ROBERT A. POLSON

What About Some Gaiety?

HOW TO RETIRE AND LIKE IT, by Raymond P. Kaighn. Association Press. 170 pp. Price $1.75, postpaid by Survey Associates, Inc.

UNQUESTIONABLY Mr. Kaighn speaks with the voice of experience. As executive secretary of the YMCA Retirement Fund he counseled "hundreds of people" about to make "this major readjustment in their lives." A few years ago he put his counsel to the test by retiring himself. This background gives weight to his advice but it does not lighten the gloom with which, in spite of his best efforts in the way of cheery little chapter beginnings, he clothes the business of retirement.

Mr. Kaighn's advice is directed to people in the middle salary brackets whose income, on retirement, will be about half of that to which they are accustomed. He would have these people begin, in their fifties, to "get ready for the great event," to adjust their insurance and savings to a sound income-producing basis, to experiment with reduced expenditures, to examine all the factors involved and decide where and how they propose to live. His advice in these matters is sound and practical and not to be dismissed lightly. Although necessarily in general terms, it affords a framework into which special circumstances may be fitted and appraised. Most importantly it leads one to think. It is only when he begins to tell people how to be happy, how to make retirement the "crowning period of life," and for "the wife" too, that he becomes a little solemn and Sundayish.

Mr. Kaighn has done a good, workmanlike job. The only trouble with his little book is that it takes the joy out of retirement and makes it a "project" to be analyzed, planned, and executed systematically and soberly, all kneeling. No doubt he is right, but he makes it seem pretty grim. Your activities must be "constructive," your hobby a means of "enriching life," your living "purposeful." What about a little gaiety, Mr. Kaighn, and just doing as you please and taking things as they come for a change?

Osterville, Mass. GERTRUDE SPRINGER

Drinkers and Motives

ALCOHOL EXPLORED, by H. W. Haggard and E. M. Jellinek. Doubleday, Doran. 297 pp. Price $2.75 postpaid by Survey Associates, Inc.

THIS, the third of the non-technical Science Series of the American Association for the Advancement of Science, is perhaps most notable for the impartial and thoroughly scientific attitude of the authors toward the most universal sociological problem of the twentieth century. The book, which has been evolved from a critical and painstaking review of all the literature on alcoholism, actually fulfills the promise of the title. Dr. Haggard, as director of the laboratory of applied physiology at Yale University, is well qualified to present the case for and against alcohol, as is Dr. Jellinek, vice-chairman of the scientific committee of the Research Council on Problems of Alcohol, and editor of the council's reference work. Both authors are editors of the *Quarterly Journal of Studies on Alcohol.*

In its opening pages the book presents a definition of the alcohol problem in the true scientific connotation: "... it carries a challenge, implying something that has as yet received no final answer and still requires systematic thought and trial for its solution." It points out that generalizations and absolute statements regarding the problem of alcohol for the individual drinker are futile because of the variations in the ability of persons to absorb and oxidize alcohol. It categorizes the moderate drinker as one who does not seek intoxication and does not expose himself to it.

There are ample figures and facts for those who wish them. The documentation is excellent. The changing attitudes that have come with knowledge of the action of alcohol on body physiology and behavior are described in detail. Among the best chapters are those on "Inebriety" and "Alcoholic Mental Diseases." The former deals with the personality of the drinker and classifies drinkers generally as (1) true addicts, (2) self-aggrandizing drinkers, (3) stupid drinkers, and (4) normal excessive drinkers. This classification differs somewhat from the popular conception of types, but the authors have discussed the motives for drinking in each group, making the differences very clear. The anthropological and social factors are capably treated. Many of the diseases associated with chronic alcoholism are shown to result as much from faulty dietary habits and bad hygiene as from the actual effects of alcohol.

The limitations in modern scientific knowledge and the outlook for alcoholism are discussed in the final chapter. The schematic diagrams and charts are well planned and graphic in every sense. This is not a volume for the reformer and he will find many disappointments in its pages. Nor will those who favor the unrestrained indulgence in alcoholic beverages find much comfort. It is rather for the intelligent reader, be he professionally or personally interested, who approaches the subject with an open mind. The sincerity of its presentation makes it notable among the many volumes on alcohol and alcoholism published in the years since the repeal of prohibition. It is an excellent companion to the preceding books on popular scientific subjects by Dr. Haggard, best known of which is "Devils, Drugs and Doctors."

Boston, Mass. MILDRED GENEVA GRAY

The Right to Know

SEX EDUCATION IN HIGH SCHOOLS, by John Newton Baker. Emerson Books. 150 pp. Price $2, postpaid by Survey Associates, Inc.

AT a time when educators and church leaders are showing marked interest in the need of sex education for youth, this small volume should prove useful. The book discusses some of the difficulties which have impeded progress in this field of education as well as the methods of incorporating useful material into the school curriculum. An excellent bibliography is included. It is disappointing to learn that only ten state departments of education are showing active interest in the development of sex education. Twelve states are planning for the future, while the remainder are indifferent or opposed. For more than forty years, a number of leading educators have been stressing the right of youth to knowledge of scientific facts upon which to base choices in social relationships, love and marriage. Practical application of this principle has been slow. The author points out that opposition has come from parents, churches, educators, and entire communities, largely through misunderstanding.

Examples are given of successful courses now in progress. They are few

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in number and should be amplified by reading some of the more complete surveys made by authorities on sex education, such as Benjamin C. Gruenberg, Maurice A. Bigelow, and Newell Edson. Mr. Baker points out that the control of human conduct is largely a matter of ideals and education, that these should be presented early through the public schools, where most young people can be reached. He stresses the need of qualified teachers.

VALERIA HOPKINS PARKER, M.D.
New York

THE SPANISH-AMERICAN SONG AND GAME BOOK, compiled by the Writers', Music and Art Programs of the WPA in New Mexico. Barnes. 87 pp. Price $2, postpaid by Survey Associates, Inc.

WITH SPANISH AND ENGLISH TEXT ON opposite pages, and gay illustrations, this book brings to young Americans of all ages the games that have been sung and spoken in Spanish in New Mexico for generations. Ideal for use in classrooms and on playgrounds, the book is also delightful for family groups of girls and boys. In learning the charming songs and games (the music is included, too) children and the grown-ups who join with them, will at the same time discover a rich vein of American folklore little known beyond New Mexico.

READERS WRITE

(Continued from page 29)

vivid memories of oppression. They understand far better than most Americans what a Hitler-dominated world would be. Lacking a knowledge of the development of philanthropy in this country they do not understand why an appeal is made only once a year when the needs mount day by day.

Hundreds of thousands of them (estimates place their number between 5 and 10 percent of the entire population) have for the first time thrown themselves into War Chest campaigns because of their enthusiasm for one or more of the foreign war relief appeals. Now that the drive is over they feel confused and frustrated. They want to go on giving but they find that any additional contribution is credited against the allocation already made by the Chest to the agency. They bitterly resent what they interpret as a thwarting of their generous impulses and of their fundamental right to do what they choose with their own money. There is therefore grave danger that a very large number of newcomers to the Chest family will be disaffected if not entirely alienated. Surely the resourcefulness which has developed the highly complicated Chest structure can find some way out of the dilemma where the leaders in philanthropy say "Except through us thou shalt not give."

New York BEULAH WELDON BURHOE

Directory of Social Organizations (cont.)

Health

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado, Samuel Schaefer, executive secretary, Chas. J. Kaufman, M.D., Medical Director, Free, non-sectarian for needy tuberculous adults and children (kosher dietary). Maintains children's preventorium. Medical, educational, vocational, occupational, psychological, psychiatric and social services. Esther Cohen, director of Social Service and Vocational Therapy. Applications, New York area: 19 West 44th St., Philip Houtz, director; Philadelphia area: 1103 Widener Building, Harold Greenspun, director; Chicago area: 30 North La Salle St. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Health Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; National Director, D. Kenneth Rose; Medical Director, Claude C. Pierce, M.D.

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Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counselling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

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Is your organization listed in the Survey's Directory of Social Agencies? If not— why not?

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DIRECTORY OF SOCIAL ORGANIZATIONS

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BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York City. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Edward P. F. Eagan, President; Edson K. Green, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, the Lincoln Recreation Center, 235 West 113 Street, the Forty-Ninth Street Craft Shop, 424 West 49 Street, the Tot Lot, 422 West Forty-Ninth Street, Camp Sebago and Camp Wakonda in the Interstate Park.

BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

THE SAVE THE CHILDREN FEDERATION, INC., 1 Madison Avenue, New York, founded in 1932 for relief, guidance, and welfare of underprivileged children in neglected areas in this and other countries on non-sectarian and non-racial principles. Organization is working in the United States through local County and Community Committees, and rural social welfare workers, and overseas through affiliations with well established welfare groups. Invites interest and cooperation. Literature on request.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organization, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

THE GOLDEN RULE FOUNDATION—Incorporated March 1929 by special act of the Legislature of the State of New York, serves the American public as "a people's foundation," rendering to the average citizen a service similar to that rendered to their respective founders by well-known private foundations. This includes: 1, Study of needs as to strategic importance; 2, Stewardship education and stimulation of increased giving by promotion of (a) International Golden Rule Week, (b) Golden Rule Observance of Mothers' Day, Thanksgiving and Christmas, (c) Religion and Welfare Program, (d) Daily Remembrance of War Sufferers Through Coin-a-Meal Globes; 3, Allocation of relief and welfare funds as grants-in-aid to institutions and agencies recommended by the Survey Committee; 4, Administration of trust funds for philanthropic purposes. These funds may be contributed as (a) Unconditional gifts, (b) Memorial gifts and funds, (c) Gifts on the annuity plan, (d) Private benevolent funds, (e) Bequests by will. Charles V. Vickrey, President, 60 East 42nd Street, New York, N. Y.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "no alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Fred K. Hoehler, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The seventieth annual convention of the Conference will be held in the form of three regional meetings scheduled as follows: New York City, March 8-12; St. Louis, Mo., April 12-16; Cleveland, Ohio, May 24-28. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

National Red Cross

THE AMERICAN RED CROSS—Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Alexandria, Va. There are 3,721 local Chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, First Aid, Water Safety and Accident Prevention, Junior Red Cross, Medical and Health Services, Nursing Service, Services to the Armed Forces, and Volunteer Special Services.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The Inter-Denominational body of the home mission boards of 23 denominations of the United States and Canada. President, George Pitt Beers; Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1411 Locust Street, St. Louis, Mo.

JEWISH WELFARE BOARD, 220 Fifth Avenue, New York City. Frank L. Weil, President; Carl M. Loeb, Jr., Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Miss Flora R. Rothenberg, Ex. Dir. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Schools offering a curriculum of one year are indicated by *. Schools not so marked offer two years or more. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Leona Massoth, University of Pittsburgh.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, SCHOOL OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

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